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ABSTRACT

Part I of this report is organized around six dimensions of the quality of life of children in New York City: the demography of the City, the characteristics of families with children, children's health, children's ability to learn, the situation of children living away from home, and crimes committed against and by children. Public expenditures for children are also documented in this section through an examination of City, State, and Federal budget figures. Part II presents detailed profiles of three community districts (in Brooklyn, Manhattan, and Queens). These three districts are illustrative of the diversity of the quality of New York City children's lives and of the need for small area data for planning purposes. The final section of the report is comprised of technical and data appendices. Tables and charts of data are presented throughout the report. (MK)

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State of the Child:
New York City
II

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With the assistance of
Candace Frede and Freda Weiner

U S DEPARTMENT OF HEALTH,
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FOREWORD

The *State of the Child: New York City II* follows by four years the *State of the Child: New York City,* written and published by the Foundation for Child Development. In that report, we presented for the first time comprehensive data that gave a picture of the quality of life of the children living in New York City. The current volume updates and expands these data, and documents both change and permanence in the lives of the city's children.

New York City in 1980 has become even more the "two cities" it was termed in 1976. On the one hand a mecca for over two million foreign visitors a year and the center of finance and the arts, on the other hand it is a series of poor, deteriorating neighborhoods in which children and their families try to cope with acute economic and social pressures.

The publication of *SCR II* represents an important step in the Foundation's program of encouraging the development of social indicators on children. In addition to this report and the earlier volume on the subject, the Foundation has supported a national household-interview survey of children age 7 to 11 and their families. Several projects have grown out of the survey, most notably Child Trends, Incorporated, a new organization that will initiate periodic national surveys of children and other collaborative research projects on child development in natural settings.

In addition to childhood indicators, there are several other components in the Foundation's overall program. It supports a variety of efforts to make the interests of children more salient in public policy forums, ranging from applied research to public information and legal advocacy efforts. Another important segment of the Foundation's work involves basic research on children's social and emotional development. And lastly, the Foundation supports a few service experiments in New York City that help translate knowledge of children into practices that affect their daily lives and those of their families.

SCR II, like its predecessor, comes out at a time of shrinking resources for children and their families. It is our hope that the information it contains will serve as an aid in the review and reassessment of needs and services that accompany economic recession. And, further, it is our hope that the analyses developed in this volume will encourage similar examinations in cities and states throughout the country.

Orville G. Brim, Jr.
President

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This report would not have been possible without the cooperation of the many people in city, state, and federal agencies and citizen groups who responded to our questions and requests for data. We are deeply grateful to each of them.

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We owe a special debt to the following experts for their careful reading, thoughtful critiques, and substantive contributions to chapters of the report: Arthur J. Norton, assistant chief, Population Division, Bureau of the Census; Margaret Grossi, deputy commissioner for Program Development and Evaluation, N.Y.C. Department of Health; Bernard Gifford, resident scholar, Russell Sage Foundation; David S. Seeley, executive director, Public Education Association; Nicholas Zill, research director, Child Trends, Inc.; and Sister Mary Paul Janchill, Center for Family Life in Sunset Park.

Our consultant, Alfred J. Kahn of the Columbia School of Social Work, reviewed the entire manuscript and gave us invaluable insights into the implications of the report's data. We were also fortunate to have as consultants Brooke McAdam, project director, Child Care Indicators Project, on foster care; Merrill Sobie, professor of law, Pace University, on juvenile justice; and Stanley Litow, executive director of New York Interface Development Project, Inc., and his staff, on children's budgets. Phyllis LaFarge provided advice on the organization and presentation of material, and Carolyn Buyse, a graduate student of social work, assisted in the verification of tables and sources.

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Candace Frede and Freda Weiner have been instrumental in all phases of the production of this report. They have performed much more than their secretarial tasks, and their wholehearted commitment to the project has been an essential ingredient in its completion.

Trude W. Lash
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PREFACE

This is the foundation's second report on the status of children in New York City. Like its predecessor, it is an attempt to gather and disseminate all reliable statistics available on the well-being of the city's children, the conditions in which they live, and the care they receive. In contrast to studies focused on individual programs or specific groups of children, this report takes the broadest approach possible so that the most critical problems for all children may be identified.

Why another report?

A new report is necessary because conditions in New York City are not static. The population mix, the physical condition of the city and its neighborhoods, the characteristics of families, the pressures on families, and the delivery of services to them have not remained constant since we collected the data on which our first report was based. As the city changes, the lives of children change. It is only through the continual tracking of their welfare that we can get an indication of whether current programs and policies are adequate now and whether they will be so in the future. In this regard, the time-series data are central both in the first report and in this one. Valid decisions about priorities and programs depend not only on information on the current level of well-being or performance in one area compared to others, but also on knowing whether these levels have improved or worsened over the years.

Availability of data

Statistical time-series data that measure changes in the status of children and the conditions of their lives are known as "childhood social indicators." Ideally, indicators should reflect all aspects of children's lives of clear significance in terms of our society's basic values, concerns, and goals. While there has been increased attention and some improvement in recent years in the quality and scope of statistical data on children and families in this country, the potential of an integrated child social indicator system has yet to be achieved. Available statistics still are extremely uneven, varying greatly in what is collected, in the populations on which data are collected, in the geographic areas examined, in the time periods involved, and in the degree of consistency of measurement.

Clearly, government agencies are the major collectors of data on children.

Through both sponsorship of most of the large sample national survey programs and administrative data collection at all governmental levels, they determine, to a large degree, what is known or not known about children in this country. In spite of the high quality of many data-collection efforts on an individual basis, little progress has been made in coordinating these efforts. Thus, the overall picture of children that is available from their products is fragmented and incomplete.

Current limitations in indicator data are particularly acute at the local level. Federal survey programs are primarily designed to provide national and regional statistics. Data from these surveys are not routinely reported for local areas (such as New York City), which must rely, therefore, to a much greater extent on administrative statistics, the other type of government-collected data. While often valuable, these data are collected primarily to meet the administrative needs of a myriad of government agencies and are only incidentally usable as "indicators" of the status of children. Administrative data are further limited by the fact that they cover, almost exclusively, only those sub-populations of children who have special characteristics or who come in contact with a particular agency or service program. Constantly shifting definitions and reporting rules and the frequent inability to interrelate the data collected by different agencies are among the many other problems associated with this type of data.

One of the most difficult tasks in trying to compile data on N.Y.C. children is finding out what information is available. Many data that are routinely collected are not reported to the public. City and state agencies complain of lack of staff to process requests for data. Often, even the individuals responsible for dissemination are not fully informed due, in large part, to high staff turnover. Given current staffing limitations, the increasing prevalence of computer-based data systems may actually be hindering public access to information. In many agencies, voluminous, unanalyzed printouts have replaced the less comprehensive but more meaningful administrative reports of the past.

Organization of report

This report presents our efforts to integrate data from multiple sources in a form that is usable and informative. As in our first report, the chapters in Part I of this report are organized around six major dimensions of the quality of life of children in New York City: the demography of the city (Chapter l); the characteristics of the families in which children live (Chapter 2); the state of children's health (Chapter 3); their ability to learn (Chapter 4); the situation of children who live away from home (Chapter 5); and crimes committed against children and by them (Chapter 6). Chapter 7 addresses the adequacy of public investment in children through an examination of trends in N.Y.C. and N.Y. State expense budgets, as well as some federal expenditures.

While limited resources required us to rely to a large extent on available (primarily administrative) data, we also undertook special analyses of N.Y.C. data from two federal surveys:[1]

— The Survey of Income and Education (SIE), conducted by the Census

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[1] See Appendix 233-234 for a description of the survey samples and the reliability of the estimates.

Bureau in the spring of 1976. The SIE was mandated by Congress to estimate the number of children in poverty and the number in need of special bilingual programs. In addition, the survey collected basic information on the size of the child population, the structure of the families in which they live, and the labor-force participation of their mothers. For New York City, reasonably reliable estimates of these aspects of child and family life had not been available since the 1970 census. A preliminary report of our analysis of SIE data for New York City (*Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education*) was released in February 1979. The results of this analysis are incorporated throughout the present report.

- The Health Interview Survey (HIS), one of the continuing data-collection programs of the National Center for Health Statistics. Special tabulations of N.Y.C. data from the HIS provide valuable information on the health of all N.Y.C. children and their use of health-care services. These data are presented in Chapter 3.

In addition to a greater use of sample survey data, this report differs from its predecessor in its inclusion of sub-city level data. New York City is made up of a great many neighborhoods that differ strikingly in the quality of life of children and their families. The three community district "mini-reports" presented in Part II illustrate this diversity and the need for small area data to inform the planning process.

Unlike our first report, which contained separate sections detailing studies of four public programs for children,[2] information on the adequacy of programs and the findings of numerous policy and research studies are incorporated throughout the report.

Despite the limits of available data and resources, the information presented in this report demonstrates obvious problems and needs. In general, the problems of New York City's children and their families are even more sharply defined now than they were four years ago when we released our first report. And the probable consequences are clearer. Following the statistical sections in each chapter, we raise policy and program questions immediately relevant to the particular topic. Some of the major issues underlying the thousands of individual statistics presented in this report are also discussed in the Introduction. These issues must not await the issuance of yet another report before they are addressed.

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[2] (1) "Child Health Stations," Citizens Committee for Children of New York, Inc.; (2) "School Attendance," Community Council of Greater New York; (3) "School Meals," Community Council of Greater New York; (4) "Bilingual Pilot Schools," Community Service Society.

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INTRODUCTION

In 1977 almost nine million children, or one in seven of all American children, were living in the central cities of metropolitan areas with populations exceeding one million. Black and Hispanic children were three times as likely as white children to be living in these areas. New York shares many of the characteristics and problems of other large cities in the nation. Thus, while *State of the Child: New York City II* is a report about one city, the issues raised by the data presented have relevance for the lives of a great number of children in this country.

Yet, there are differences that cannot be ignored. New York City is, and historically has been, a "receiving station" and "staging area" for much of the rest of the nation. It receives and contributes to the integration of legal immigrants, and it houses a large number of illegal immigrants and serves as a transition point for the many who move on. New York is the home of people representing numerous cultures, speaking many languages, and observing a variety of religions. The specific identities of the races, religions, cultures, and languages have changed over the years, but the unique role played by the city in the national scene is the same.

A major issue now facing the city is whether or not it can continue to perform the integration and staging area roles as it has in the past and is expected to do today. Once the center of economic wealth and population growth, New York, like many of the nation's larger old cities, is losing both wealth and people. If the functions performed by New York for the nation are to continue, the burden—the costs of health, education, housing, and transportation—must be more equitably shared by the rest of the country. The heavy loads on the city's public assistance rolls must also be taken into account. One in 20 of this country's poor children lives in New York City. We believe this fact has significance for the nation as a whole.

Many of the facts presented in this volume can lead one to discouragement. In fairness to the city, however, one also finds bases for encouragement within the general tale of poverty, ignorance, and inadequate services. Given the burdens under which they operate, the health services, for example, often seem to obtain results comparable to those in the country at large. Other programs hold on and do not slip further behind, despite a host of obstacles. There is cause for pride in New York City.

There is also cause for deep concern. New Yorkers who care about children cannot ignore the data on families presented in this report. By 1976 over 30% of the city's children lived in families headed by their mothers only. This was almost double the U.S. rate. More than half (55.2%) of New York City's black children, 36.7% of Hispanic, and 12.8% of white children lived in this type of family. Divorce, separation, and out-of-wedlock parenthood all are involved in this growing phenomenon. New York City's out-of-wedlock rate (33.7% in 1978) is more than double that of the United States and has more than quadrupled over the last two decades. Children born out of wedlock are much more likely to die as infants, to be poor, and to be born to teenage mothers with dim prospects for their future.

Almost one out of every four N.Y.C. children lives in poverty. Poverty in our city is closely tied to lives of continuing crisis, disruption, and squalor. The effects of these environments on children and families are starkly reflected in the data presented in this report on child abuse and neglect, family breakup, and juvenile delinquency. More than half of the children in mother-headed families are poor.

This obviously raises questions concerning the labor-force participation of women who are family heads. N.Y.C. mothers heading their own families are much less likely to be working than single mothers in the United States as a whole. One reason may be the generally lower educational levels of single mothers in the city, which may make employment more difficult. Whatever the reason, only about 40% of New York City's single mothers are in the labor force, about the same percentage as that for married mothers in the city. Almost all of the married mothers in the labor force, however, bring home a second salary and thereby are able to enhance the quality of life for their children. A single mother, if she is able to find employment, is usually the only breadwinner in the family, and her often inadequate salary cannot provide a decent living standard for her children. They remain poor. And welfare alone—inadequate welfare at that—cannot be the answer.

Though one may be troubled by the large number of mother-only families, they exist and are increasing. There have to be policy changes that allow these mothers viable alternatives to dependency and options for entering the mainstream of society. Failure to formulate policy that recognizes the fact that the two-parent family is not the only family form has tragic consequences for children. And that must be the overriding consideration. Since New York is the home of so many of these families, the city should take the leadership in focusing national attention on efforts to bring about change.

Mother-only families are not the only families deprived of needed supports. This report provides data on categorical services to deal with problems such as delinquency and abuse. It does not and cannot provide data on services to protect and maintain the family as a whole. There are few such services today. A family support system would respond to the realities and stresses of daily living in our city, and prevent the kinds of problems reflected in the data throughout the report. Such a system should be an essential part of the total public response to the diversity of family problems and needs inherent in bringing up children in New York. It would not be a substitute for such separate systems as income maintenance, housing, education, and health. This city has often been in the social-service forefront and now has an opportunity to be a pioneer in new patterns of services that will be relevant for the country as a whole.

Certainly, the issues discussed above are not the only ones to be explored in connection with the data presented in this report. Our intent is but to begin the discussion of some of the basic issues that cut across the topics raised in individual chapters. Our data suggest serious questions about the fairness with which many children and families in New York City are treated and about the quality of their lives. Citizens of this city should consider the implications of these data for the future.

Part I
A Citywide Profile of Children

1

CHILDREN AND OTHER PEOPLE IN NEW YORK CITY

In 1970 New York City reached its population peak. In over 100 years, the city had grown from one million to almost eight million. Then, like other older industrial cities,[1] New York began to shrink,[2] while the total U.S. population continued to grow.[3] In 1978 there were about 7.1 million New Yorkers, three quarters of a million fewer than in 1970 (Appendix Table 1).

During the 1970s the city also "aged" as the child population declined disproportionately compared with other ages. At the same time, changes in the ethnic composition of the city continued, as did the striking flow of people to and from the city and across the city's neighborhoods. As a result, New York City is now very different demographically from what it was as recently as the 1970 census. These changes are even more dramatic when one looks at smaller geographic areas within the city.

Counting New Yorkers is a rather controversial undertaking. Various methods provide different estimates. The results are endlessly debated, and, as the 1980 census approached, the controversy intensified. The "undocumented" aliens are a major element of numerical uncertainty. Estimates of their number in New York City range from 500,000 to 1.5 million.[4] It is unclear to what extent these individuals are counted in population surveys. Further, a sizable undercount of racial minorities, those most likely to be living in metropolitan areas, has been documented. The Census Bureau estimated that it "missed" 2.5% of the total U.S. population—5.3 million people—in the 1970 census.[5] Less than 2% of whites (3.4 million people) but almost 8% of blacks (1.9 million) were not counted. While there is no official estimate of the Hispanic undercount, it is assumed to have been between those for whites and for blacks.[6] Since much federal aid and Congressional reapportionment depend on population size, extraordinary efforts were mounted to assure as complete as possible a 1980 count.

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[1] Between 1970 and 1976, New York City's population dropped by 6.0%. Other major cities experiencing losses included: Cleveland (−16.7%), Detroit (−13.2%), Chicago (−8.8%), Baltimore (−8.6%), Milwaukee (−7.8%), Philadelphia (−7.8%), Washington D.C. (−7.5%), and San Francisco (−7.3%). ("The Top 20," *American Demographics*, February 1979.)

[2] Official projections are that the N.Y.C. population will not begin to rise again before 1995. (State of New York, Economic Development Board, *1978 Official Population Projections for New York State Counties*, January 1978.)

[3] The U.S. population increased by 7% between 1970 and 1978. U.S. Bureau of the Census, "Estimates of the Population of the United States, by Age, Sex, and Race: 1976 to 1978," *Current Population Reports*, Series P-25, No. 800, Table A.

[4] James H. Scheuer, "Illegal Immigration: Problems and Proposals," *City Almanac*, Vol. 12, No. 6, April 1978, p. 2.

A CHANGING POPULATION

Ethnicity[7]

Between 1950 and 1970, the nonwhite, non-Puerto Rican population of New York City more than doubled, but between 1970 and 1976 it increased by only 10% (Appendix Table 2). Puerto Ricans, who had more than tripled during the prior two decades, remained about the same in number during the first half of the 1970s. The white non-Puerto Rican population, which had decreased by almost one-fourth or 1.5 million between 1950 and 1970, lost another 800,000, or 15%, between 1970 and 1976. In the 1970 census, non-Puerto Rican Hispanics[8] were counted among the other groups (primarily the white group) and their number at that time is, therefore, not clear.[9] According to the Survey of Income and Education, there were 473,000 non-Puerto Rican Hispanics in 1976.[10] The known increase in non-Puerto Rican Hispanic school enrollment in the city, strongly suggests that the total number of persons in this group has been increasing. There is some evidence, therefore, that the recent decline in N.Y.C.'s white population has been due primarily to the loss of non-Hispanic whites.

In 1976 non-Hispanic whites represented 57.1%, and blacks 22.6%, of the total population in New York City (Appendix Table 3). Overall, Hispanics accounted for 17.0% and others, primarily Asians, for 3.3%.

Still a melting pot

New York City has remained the country's foremost haven for immigrants. In 1970 18.2% of its total population was foreign-born, greater than the percentages for the next five largest cities (Appendix Table 4). While the total N.Y.C.

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[5] Elmer B. Staats, comptroller general of the United States, letter to W. Lehman, chairman of the Subcommittee on Census and Population, House of Representatives, November 9, 1978. ("The 1980 Census—Estimated to Cost $1 Billion—Will Not Yield Better Data," General Accounting Office report #GGD-79-7.)

[6] U.S. Bureau of the Census, "Coverage of the Hispanic Population of the United States in the 1970 Census," *Current Population Reports*, Special Studies P-23, No. 82.

[7] For a discussion of the ethnic and racial categories used in this report, see Appendix pp. 235-236.

[8] Non-Puerto Rican Hispanics include Cubans, Mexicans, South Americans, and others of Spanish origin.

[9] The 1970 Census reported 467,000 non-Puerto Rican persons with Spanish-language background in New York City. (See Community Council of Greater New York, *Characteristics of the Population in New York City by Health Areas 1970: Race and Ethnicity*, April 1974.)

[10] Trude W. Lash, Heidi Sigal, and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education*, New York, Foundation for Child Development, 1979, p. 10.

population was declining, the number of foreign-born persons living in the city increased by 15% to 1,625,000 or 22.5% of the total N.Y.C. population in 1976.[11] Only 15% of the black N.Y.C. population was born outside the United States in comparison with 23% of the white population (including Hispanic whites). Others, primarily Asians, were more likely to be foreign-born than native-born.

Fewer children in the city

Even in 1970, the percentage of the N.Y.C. population under 18 was smaller and the median age of its people higher than those of the five next largest cities (Appendix Table 4). There were 2,234,819 New Yorkers under 18 years of age, constituting 28.3% of all New Yorkers (Appendix Table 5). Since that time there has been a further decline in the child population in New York City in relation to adults. By 1976 their number had diminished to 1,877,000,[12] or 26% of the population. The child population had declined by 16%, while the adult population had decreased by only 5.7%. The greatest decline (-22.8%) was in the number of children under 6 years of age, a decline foreshadowed by an 8.4% drop between 1960 and 1970. During that decade, however, the school-age population had continued to grow by 10.3%. Beginning in 1970, it, too, started to decline, dropping by 12.7% between 1970 and 1976.

The ethnic composition of the under-18 age group differs considerably from that of the adult population (Colorplate A, Appendix Table 3). In 1976 non-Hispanic whites constituted 41% of all under-18-year-olds as against 63% of the 18-and-over group. Blacks made up 30% of the under-18 group, but only 20% of those 18 and over. The contrast was even sharper for Hispanics for whom the figures were 26% of the under-18 group and 14% of those 18 and over.

CHILD POPULATION: COMPONENTS OF CHANGE

Changes in the total size and ethnic composition of the child population are largely attributable to a decline in the total birth rate, differential fertility rates across ethnic groups, and patterns of in- and out-migration.[13]

Patterns of childbearing

Fewer babies are born — It is striking that over 350,000 fewer children were born in New York City during the years 1961 to 1978 than were born during the prior 18-year period, 1943 to 1960. The number of births rose dramatically during the 1940s, exceeded 160,000 annually during the 1950s and early 1960s, and then began a steep decline (Figure 1, Appendix Table 6). In 1978 there were 106,720 births reported in New York City—the lowest number of any year since the late 1930s—and the number of births to N.Y.C. residents fell below 100,000.

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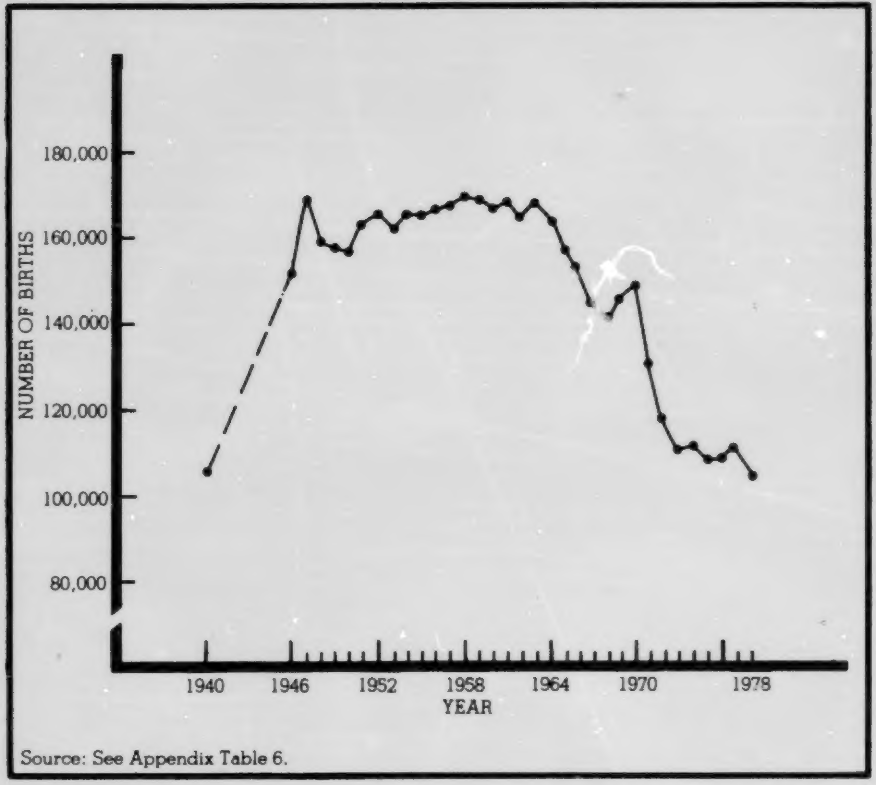
[11] *Ibid.*, Table K.

[12] It is estimated that at any one time there are at least 20,000 "runaway" children under 16 and many thousands more "self-emancipated" youngsters between 16 and 21 living in New York City (Father Bruce Ritter, Testimony before the Senate Select Committee on Crime, November 14, 1977). Due to their mobile and transitional status, it is unlikely that these children are counted in census and sample surveys.

[13] Child vs. adult contrasts in ethnic distribution are also due, at least in part, to such factors as differences in longevity across ethnic groups.

Figure 1. Trend in number of births, N.Y.C., 1940-1978



Source: See Appendix Table 6.

During the peak post war years, the N.Y.C. birth rate averaged 21 births per 1,000 population. In the early 1960s, the rate began a steady descent and then dropped precipitously during the early 1970s, from 18.9 in 1970 to 14.5 in 1973 (Appendix Table 6). While annual birth rates have risen slightly since 1973, reaching 15.2 in 1977, they remain the lowest rates evidenced for New York City since the mid-1930s.

The birth rate, which is based on the total population, actually underestimates changes in fertility patterns during the 1970s. Between 1970 and 1976 the total N.Y.C. population declined by almost 9% (Appendix Table 2). The number of N.Y.C. women in their childbearing years, however, decreased by only 2.1% during this time (Appendix Table 7). The N.Y.C. fertility rate (number of births per 1,000 women 15 to 44 years of age) declined from 102.0 in 1960 to 87.4 in 1970 and by 1976 fell to 65.8. While fertility rates declined for both white and nonwhite women, the higher fertility rate among nonwhite women evidenced in prior years persisted. Between 1960 and 1970, fertility had declined at a faster pace for nonwhites than for whites, narrowing the gap between them. However, the rate of decline between 1970 and 1976 was slightly greater among white women. The 1976 rates were 75.8 and 61.1 for nonwhite and white women, respectively. These differential fertility rates, combined with the changing racial composition of the city, have resulted in an increasing proportion of births to nonwhite women: from 21.2% in 1960 to 30.5% in 1970 and 37.8% in 1978 (Appendix Table 8).

Long-term fertility trends by ethnic group cannot be shown because ethnicity was not included in the birth certificate information.[14] In 1978, however, the N.Y.C. birth certificate was changed and analysis of births by ethnic group became possible. This analysis revealed that 28% of all births were to women of Hispanic origin: 17.8% of all births, or 19,006, were to mothers of Puerto Rican origin, and an additional 10.2% (10,923) were to other Hispanic women (Appendix Table 9). Almost 8% of all births were to Asian women. There was considerable variation across boroughs in the ethnic distribution of births in 1978. For example, almost half (46.1%) of all babies born in the Bronx were of Hispanic background compared to 6 6% of all births on Staten Island.

Fertility rates also vary by age of woman (Appendix Table 10). In 1976 the highest rates continued to be found among women 25 to 29 and 20 to 24 years of age, although it was these groups that had shown the most striking drop in fertility since 1960. While fertility rates among women 30 and over continued to be lower than they were among those 20 to 29, they showed less of a decline. This fact may be attributable to the increasing trend toward delayed childbearing during the 1970s.[15]

Teenage fertility rates are considerably lower than rates for other women under 35. Teenagers were, however, the only group of women to evidence an increase in fertility between 1960 and 1970, and although fertility rates for teenagers have also declined since 1970, this decline has been small relative to those of other groups. The 1976 fertility rate for nonwhite 15- to 19-year-olds was more than twice the rate for whites: 79.7 vs. 36.5. However, the rate for nonwhite teenagers showed a much greater decline than that for whites since 1960, when the rates were 153.9 and 44.4, respectively.

Overall, the N.Y.C. fertility rate in 1976 was slightly lower than the rate for the United States as a whole (Appendix Table 11). The difference was attributable to lower N.Y.C. rates among women under 30 years of age. There were two groups for whom differences were particularly striking: white women 20 to 29, and nonwhite teenagers. Women 30 and over in New York City evidenced higher fertility in 1976 than their U.S. counterparts.

Although the overall fertility rate is lower in New York City than in the United States as a whole, a greater percentage of N.Y.C. women become pregnant each year. In 1976 almost 12% of all N.Y.C. women aged 15 to 44 became pregnant compared to 9% of women in the United States.[16] The fertility discrepancy exists because a greater proportion of N.Y.C. women have abortions.

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[14] Puerto Ricans were the only ethnic group for whom birth data were reported separately. However, only those births that were to mothers born in Puerto Rico were counted as Puerto Rican births. Births to second-generation Puerto Rican women were included in other groups (primarily the white category), thus underestimating the number of births of Puerto Rican descent. In 1978 11,733 births to women born in Puerto Rico were reported. (N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis)

[15] See Chapter 2, pp. 44-45 for discussion of the trend toward delayed childbearing and other factors influencing fertility.

Abortions — In 1976 the abortion rate per 1,000 N.Y.C. women aged 15 to 44 was twice as high as the rate among women nationally:[17] 50.0 vs. 24.7 (Appendix Table 12). While abortion rates varied by age of woman, the difference between N.Y.C. and U.S. rates was evident for all age groups.

In 1978 there were almost 90,000 abortions performed for women living in New York City, almost 23,000 (or 34%) more abortions than were performed in 1971, the first full year in which legal abortions were available on demand in New York State (Appendix Table 13). Over the period between 1971 to 1978, the overall ratio of abortions to every 100 live births for N.Y.C. residents rose from 54:100 to 90:100.

Most abortions represent failure to use other methods of birth control or ineffective contraceptive practice. The large and increasing number of abortions performed in New York City each year demonstrates the need for the provision of more effective, more widely available family-planning services.[18]

Mobility

In spite of the decline in fertility, births still outnumber deaths each year in New York City. Thus, the continuing decline in the city's population is clearly due to movement out of the city.

Patterns of in- and out-migration — Between 1970 and 1977 New York City experienced a net out-migration of 840,000 people, equal to 10.6% of the total population (Appendix Table 14). Since there were 222,000 more births than deaths during this same period, the city's total population loss was 618,000 or 7.8%. Migration patterns varied across the city's boroughs. The Bronx and Brooklyn experienced the largest net out-migration (-17.0% and -15.4%). Staten Island was the only borough that showed net in-migration and that grew in population during 1970-77.

School mobility data[19] show that in 1977-78 the N.Y.C. school system had a net loss of 8,400 students (Appendix Table 15). This loss was made up of 51,221 departures and 42,821 arrivals. While the greatest proportion of the departures was to the suburbs (30.5%), the number had actually declined by 21.6% since 1972-73. There was, on the other hand, a sizable movement back from the suburbs into the city. While 15,600 children left the schools for the suburbs,

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[16] These percentages were calculated from fertility and abortion rates shown on Appendix Tables 11 and 12. Spontaneous fetal deaths were not taken into account in this analysis.

[17] There are many areas in the United States without accessible abortion services. The national rate, therefore, underestimates the number of women who would terminate their pregnancies if abortion services were available to them.

[18] The Alan Guttmacher Institute estimated that in 1977 more than 190,000 N.Y.C. women (most of low or marginal income) were served by organized family planning programs in Health Department, Planned Parenthood, and hospital clinics. This number represented less than half of the estimated number in need of such services. While some low- and marginal-income women undoubtedly receive advice and assistance regarding birth control methods from private physicians, it is unlikely that their number is sufficiently large to account entirely for this discrepancy. (Alan Guttmacher Institute: personal communication.)

[19] The analysis of 1977-78 school mobility data presented in this section was conducted by the Foundation for Child Development based on unpublished data provided by the Board of Education of the City of New York, Bureau of Attendance.

6,700 others arrived from the suburbs.[20] Student traffic between New York City and Puerto Rico also declined since 1972-73, although the number leaving New York City to go to Puerto Rico was still greater than the number arriving from Puerto Rico.

As in 1972-73, there was a net in-migration of students from outside the United States. There was a net increase of 4,332 students from the West Indies in 1977-78, although the volume of traffic between New York City and the West Indies was only about half of its 1972-73 level. The largest gain of students (7,583) was from "other foreign" (non-European) countries. Over 11,000 of these students entered the N.Y.C. school system in 1977-78, making up more than 25% of all admissions from outside the city (up from 15.8% in 1972-73). The Bureau of Attendance does not report further breakdown of these students by place of origin. While information on in- and out-migration patterns at the district level is no longer available, data for 1974-75 illustrate that the families of children admitted to the public-school system from certain locations outside the United States tend to settle in the same districts.[21] For example, more than one out of four children coming from the West Indies enrolled in schools in either District #6 in Manhattan (Inwood-Washington Heights) or #17 in Brooklyn (Crown Heights-Flatbush). Large numbers also enrolled in Districts #9 in the Bronx (Concourse-Morrisania) and #18 in Brooklyn (East Flatbush-Canarsie). Children admitted to the public-school system from other non-European foreign countries were concentrated in School Districts #2 in Manhattan (Lower West Side-Chelsea-Yorkville) and #24 and #30 in Queens (Long Island City-Sunnyside, Astoria-Jackson Heights). While children coming from Puerto Rico tended to be more widely dispersed than most other incoming groups, they, too, showed a greater likelihood to settle in certain areas, such as Districts #7, #9, and #12 in the Bronx (South Bronx, Concourse-Morrisania, Tremont) and #14 in Brooklyn (Greenpoint-Williamsburg).

Overall, the turnover of the N.Y.C. public-school population due to in- and out-migration slowed between 1972-73 and 1977-78 (Appendix Table 16). This decrease was evident at both the junior high and high school levels and can be attributed to both a smaller number of children leaving as well as a decline in the number of children entering these schools from outside New York City. Elementary schools, however, showed an increase in overall migration rate which was due to an increase in incoming students. In 1977-78 the migration rate for elementary schools was two-thirds greater than that of high schools, with the rate for junior high schools falling in between.

New York is a restless city, especially for families with young children. Movement in and out of the city is only part of the continuous flow of people within the city. The 1976 Annual Housing Survey showed that in the 12 months prior to the interview date, 16.3% of all N.Y.C. households with children had moved, in comparison to 11.9% of those without children (Appendix Table 17). Households with children under 6 were most apt to have moved (24.5%). Across ethnic groups, it was Hispanic households that were most likely to have changed residence in the prior year. The same patterns of movement were shown nationally.[22]

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[20] Recent surveys have detected a certain disenchantment with suburban life on the part of families with children and a resulting move farther out into more rural areas as well as back into the city. (Louis Harris and Associates, Inc., *Where America's Cities Stand Today*, March 1978.)

[21] N.Y.C. Dept. of City Planning, *Pupil Mobility 1974-75: A Demographic Analysis*, December 1977, Appendix Table III.

Intra-city migration — The magnitude of this mobility becomes clear as one looks at the movement of school children within the city. During the 1977-78 school year, there were 99,864 student transfers[23] among the N.Y.C. public elementary and junior high schools, equivalent to 14.1% of the students enrolled. Of these, 18,335 (18.4%) were transfers between boroughs and 81,529, or 81.6%, were intra-borough transfers (i.e., changes to another school in the same borough). Analysis shows that 30.3% of all interborough moves were between Brooklyn and Queens, and 21.4% were between Manhattan and the Bronx (Figure 2, Appendix Table 18). The net effect of all the interborough transfers was a substantial net gain in Queens of 3,287 students from Manhattan, the Bronx, and Brooklyn, and a net gain for Staten Island of 666 students.

Analysis of the 81,529 intra-borough transfers during 1977-78 shows that the majority (53.8%) were moves to a school in a different district. While all districts experienced both transfers in and transfers out, several striking patterns emerged. For example, the four school districts that comprise the South Bronx (#7, #8, #9, and #12) had a net loss of 1,936 students to the North Bronx. The northern part of Brooklyn (composed of Districts #13, #14, #15, #16, #23, and #32) had a net loss of 2,167 students to the southern and western parts of the borough. District #17 (Crown Heights), in the center of the borough, had the greatest number of intraborough transfers (5,956), but showed a net increase of only 92 students. The transitional nature of this district is clearly shown by the fact that it had a net inflow of 735 students from northern Brooklyn and a net outflow of 633 to the southern Brooklyn districts.

The volume of transfers was not so great in Manhattan or Queens. In Manhattan's District #6 (Inwood-Washington Heights) showed the largest net gain of students (+337), drawing particularly from Districts #3 (Morningside) and #5 (Central Harlem). And in Queens, Districts #25, #26, and #27 had net gains of 121, 354, and 177 students, respectively, from other parts of the borough. Districts #25 and #26 are among the more affluent in the city, and their schools tend to have the highest attendance rates and reading scores.[24]

In general, families moved from the inner city to areas further out that allow for easier family living, more security, and better schools. They fled from poor districts, many of which are plagued by arson and wholesale abandonments.[25]

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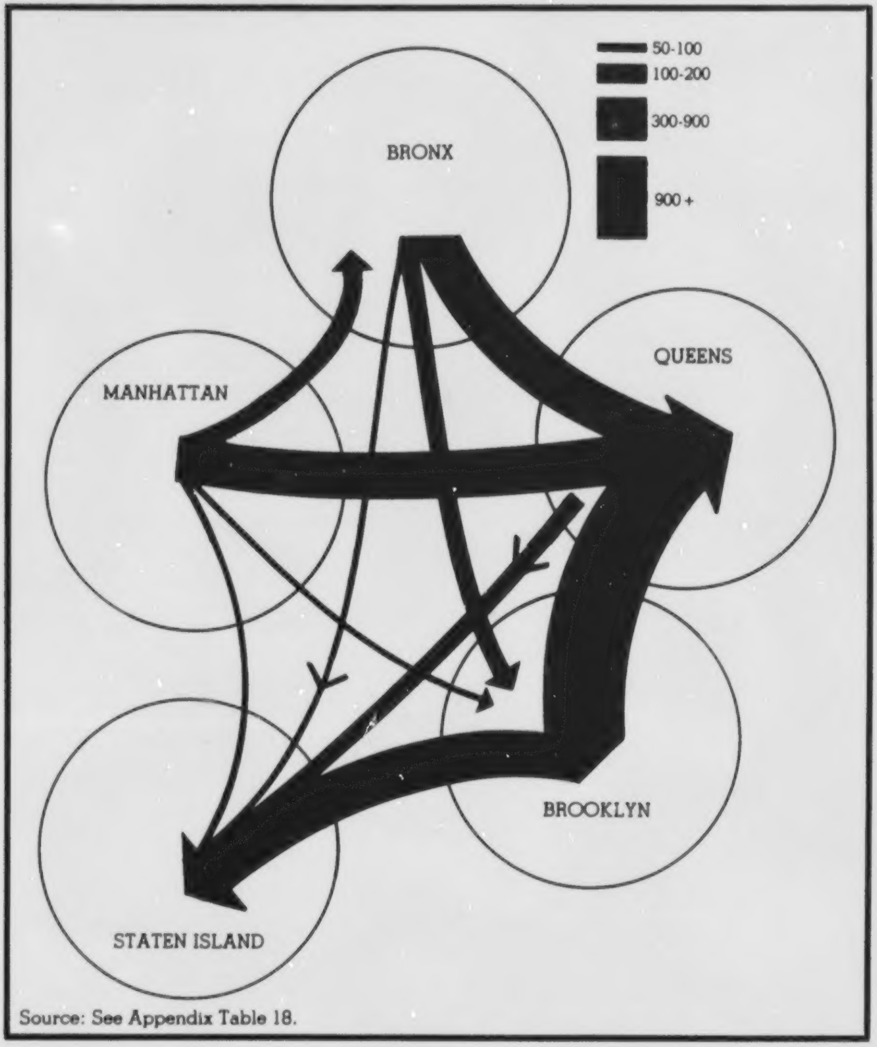
[22] U.S. Dept. of Commerce and U.S. Dept. of Housing and Urban Development, "Annual Housing Survey: 1976, United States and Regions," *Current Housing Reports*, H-150-76, January 1978, Part D, Tables A-1, A-10, and A-19.

[23] Multiple transfers by the same student during the school year are each counted separately. It also should be noted that students can transfer between schools without changing residence.

[24] See Appendix Table 67 for district-level data on attendance and reading achievement.

[25] In 1978 abandonments exceeded new construction for all of New York City (Housing and Vacancy Survey, 1978). Abandonments were heavily concentrated in the poor districts.

Figure 2. Net effect of intra-city transfers, public elementary and junior high schools, N.Y.C., 1977-78

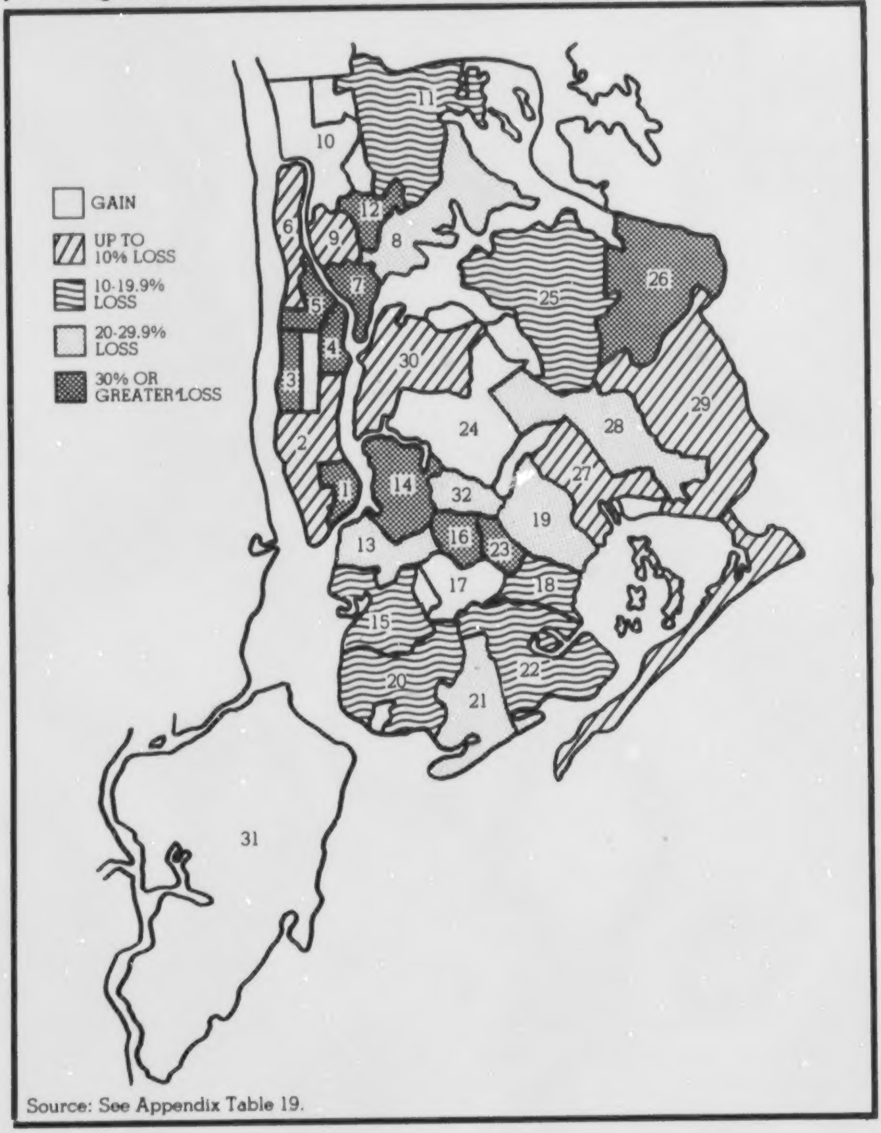


Source: See Appendix Table 18.

Change in school enrollment

Overall, the public elementary and junior high schools in New York City experienced an enrollment loss of 20.3% between 1970 and 1978 (Appendix Table 19). The diversity in mobility, migration, and fertility patterns is, however, reflected in enrollment changes at the school-district level. For example, one district, Bronx #12, lost over half its young children, and nine others lost at least 30% (Colorplate B, Figure 3). Fourteen districts experienced losses that were lower than the citywide decline. Only four districts showed a student gain. These were: Bronx #10 (Fordham-Riverdale, +11.4%), Queens #24 (Long Island City-Sunnyside, +10.1%), Brooklyn #17 (Crown Heights, +4.1%), and Staten Island (+0.8%).

Figure 3. Change in enrollment in public elementary and junior high schools, by school district, N.Y.C., 1970-71 to 1978-79


GAIN
UP TO 10% LOSS
10-19.9% LOSS
20-29.9% LOSS
30% OR GREATER LOSS
10
11
12
6
9
8
7
5
4
3
2
1
30
25
26
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21
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Source: See Appendix Table 19.

Borough changes in the ethnic composition of the public-school population provide another reflection of the variety of change in the city. Overall, the number of white children enrolled in the public schools decreased by a third (−33.6%) between 1970 and 1978, but in the Bronx their number dropped by more than half (−52.1%), and in Staten Island they increased by 3.3% (Appendix Table 20). While the citywide number of Hispanic students did not change significantly, their number almost doubled in Queens and increased by two-thirds in Staten Island, while decreasing in the other boroughs. The total number of black students in the city also remained stable during this period. Here, too, however, the overall lack of change masks increases in number in Queens and Staten Island and declines in other boroughs.

HIGHLIGHTS

—There were, in 1978, about 7.1 million people living in New York City, three quarters of a million fewer than in 1970. The decline was due primarily to the loss of non-Hispanic whites.

—Births still outnumber deaths each year in New York City and the continuing decline in the city's population is due to movement out of the city. Between 1970 and 1977, New York City experienced a net out-migration of 840,000 people, 10.6% of the total population.

—In 1976 57.1% of New York City's residents were white, 22.6% black, 17.0% Hispanic, and others (mostly Asians) were 3.3%. The ethnic composition of the under-18 age group differed considerably from that of the adult population: 41.1% of the children were white, 29.5% black, 25.7% Hispanic, and others were 3.7%.

—In 1970 18.2% of New York City's population were foreign-born, a greater percentage than that for the next five largest U.S. cities. By 1976 the percent foreign-born in New York City had reached 22.5%.

—The number of children under 18 in New York City declined by 16.0% between 1970 and 1976, while the number of adults dropped by only 5.7%. By 1976 the number of children had diminished to 1,877,000, or 26% of the N.Y.C. population.

—The child population decrease was greatest among the very young. Between 1970 and 1976, the number of children under 6 dropped by 22.8% compared to a drop of 12.7% for children 6-17 years old.

—In 1978 there were 106,720 births reported in New York City, the lowest number of any year since the late 1930s.

—The N.Y.C. fertility rate (number of births per 1,000 women 15 to 44 years of age) declined from 102.0 in 1960 to 87.4 in 1970, and fell further to 65.8 in 1976.

—Fertility rates in 1976 were lower in New York City than in the United States as a whole. The difference was particularly striking among nonwhite teenagers and white women 20-24 years of age.

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—In 1978 there were almost 90,000 abortions performed for N.Y.C. resident women, almost 25,000 more than were performed in 1971. During those eight years, the ratio of abortions to live births for N.Y.C. residents rose from 54:100 to 90:100.

—In 1977-78 51,221 students left the N.Y.C. public schools and 42,821 arrived, for a net loss of 8,400 students. The city had a *net loss* of students to the suburbs, Puerto Rico, and other parts of the United States, but a *net gain* of students from the West Indies, Europe, and other foreign countries. In that same year, there were also 100,000 student transfers within the city.

—Overall, the public elementary and junior high schools in New York City experienced an enrollment loss of 20.3% between 1970 and 1978. However, one school district lost over half and nine others lost 30% or more of their young children. Only four districts showed a student gain.

2

CHILDREN IN FAMILIES

In recent years much attention has focused on the status of the American family. While controversy exists concerning the long-term significance of changes in the characteristics of this institution, there is, nonetheless, relative agreement that major changes have occurred. Revised definitions of "family" have been suggested in recognition of observed trends in the stability, size, and composition of families and in attitudes concerning appropriate roles and the division of responsibilities between working husbands and wives. Although, for the most part, New York City mirrors what has been occurring nationally, perhaps nowhere else in this country have these changes been more rapid or more pronounced than in New York City.

No matter what changes have occurred, families still bear the major responsibility for the care and rearing of children in our society. What are the facts of family life in New York City and the implications of these facts for the well-being and development of children?

THE STRUCTURE OF FAMILY LIFE

Fewer families with children

In recent years, fewer families[1] have been raising children in New York City. The total number of families with children in New York City declined by 63,000 between 1970 and 1976, a drop of 5.9%[2] (Appendix Table 21). This represents an acceleration of a trend evidenced between 1960 and 1970, when the number of N.Y.C. families with children declined by 1.7%. The decline was primarily among white[3] families, who by 1976 represented less than half (46.5%) of the 995,000 families with children (Appendix Table 22). The percentage of families that were black had increased to 27.5% by that year; Hispanics represented 22.7% of the family population. Not only were fewer families raising children in New York City, but the characteristics of those families that were had also changed.

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[1] Many of the data on families analyzed in this chapter were originally collected by the Census Bureau. The Bureau defines a family as "a group of two or more persons related by blood, marriage, or adoption and residing together." A family may or may not contain children. In comparison, a household consists of all persons residing in a housing unit. A household may contain one or more families and/or one or more unrelated individuals. (See Appendix pp. 234-235)

[2] Between 1970 and 1976, the number of N.Y.C. households made up of only unrelated individuals increased by 16.0% or more than 120,000. In 1976 over 900,000 or almost one-third of all households in New York City were composed of unrelated individuals. During the same period, the number of unrelated individual households rose by 40.7% nationally; however, these households made up only 23.1% of all U.S. households in 1976. (Trude W. Lash, Heidi Sigal, and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education*, New York, Foundation for Child Development, 1979, Table G.)

Fewer children per family

While the number of children per family increased between 1960 and 1970, the trend reversed between 1970 and 1976, and the average number of children per family decreased from 2.16 to 1.98[4] (Appendix Table 21). During the 1970s, one-child families were the only group to grow in number, increasing by 15.1%. Black and Hispanic families were more likely to have large numbers of children per family than were white families (Appendix Table 22). Nevertheless, in 1976 white, black, and Hispanic families raising children in New York City were *most* likely to have only *one* child. Smaller families were more prevalent in New York City than the United States as a whole, where 37.5% of families had only one child in comparison with 46.5% of N.Y.C. families.

These data indicate only the number of children per family at the time of the survey and do not reflect births that may yet occur during the mother's childbearing years or the number of families in which children have grown up and left the parental home. The N.Y.C. Health Department has, however, estimated trends in the average number of births age cohorts of women will have over their entire reproductive span. These estimates, termed "total fertility rates," are extrapolated from existing age-specific birth rates. The total fertility rate of N.Y.C. women declined from 3.1 in 1960 to 2.4 in 1970 to 1.8 in 1976.[5] N.Y.C. birth records indicate a similar trend toward smaller families. Between 1970 and 1978 the number of births in New York City declined by 42,472, or 28.5% (Appendix Table 23). While declines were evident for each category of birth order (i.e., first vs. later born), these declines were more pronounced among third or later births. The number of fifth or later births was less than half of what it had been in 1970, the number of third and fourth births declined by more than 30%, while the number of first and second births dropped by less than 25%.

A comparison of 1970 and 1978 birth records also provides some evidence that women are delaying motherhood (Appendix Table 24). Thirty-one percent of women 25 years of age and older who gave birth in 1978 had their first child in comparison with 25% in 1970. Of all first births in 1978, 41.2% were to women 25 years of age and older in comparison with 31.3% in 1970.[6]

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[3] In this chapter, except where otherwise indicated, data are reported for the mutually exclusive ethnic categories of white, black, and Hispanic. (See Appendix p. 235)

[4] For the United States as a whole, the average number of children per family decreased from 2.36 in 1970 to 2.08 in 1976. (U.S. Bureau of the Census, *1970 Census of Population*, PC(1)-D34 (New York), Table 214; and "Money Income and Poverty Status in 1975 of Families and Persons in the United States and the Northeast Region, by Divisions and States," *Current Population Reports*, Series P-60, No. 110, March 1978, Table 1C.)

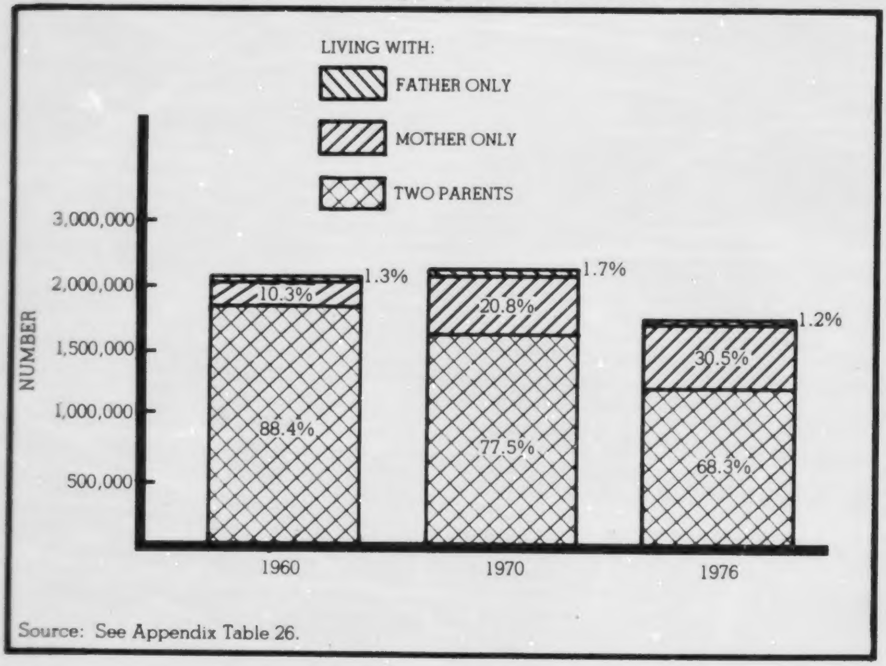
[5] Frieda Nelson, "Changes in Natality in New York City, 1960-74," *Statistics and Health Review*, Winter 1975, Table 6; N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics 1976*, Table 17; and Foundation for Child Development analysis of 1976 Survey of Income and Education.

This trend toward delayed childbirth and the related decline in the numbers of children per family parallel national trends and are clearly associated with other major social changes, such as the changing role of women in society, their participation in the labor force, the increased costs of childrearing, and improved access to effective methods of controlling fertility. The most striking change, however, has been in the structural characteristics of families raising children.

More single-parent families

The percentage of families with children in which two parents are present has been declining rapidly in recent years. Single-parent families in New York City rose from 12.0% of all families with children in 1960 to 21.3% in 1970 to 29.4% in 1976 (Appendix Table 25). This growth in the number of single-parent families, over 95% of which are headed by women, has led to dramatic changes in the living arrangements of children in New York City. In 1960 approximately one child in ten was living with mother only (Figure 1, Colorplate C, Appendix Table 26). By 1970 this proportion had doubled (20.8%) and as of 1976, almost one of every three (30.5%) N.Y.C. children lived in a family headed by the child's mother. The national trend has also been one of increase in single-parent

Figure 1. Children by presence of parents, N.Y.C., 1960, 1970, 1976



Source: See Appendix Table 26.

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[6] N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics*, 1970 and 1978.

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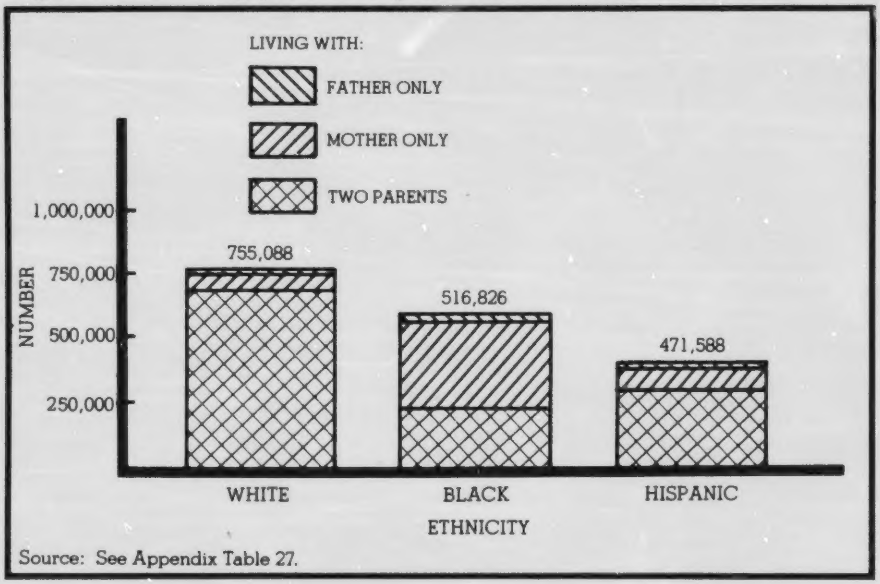
families; however the magnitude of change nationally has not been so pronounced as in New York City. In 1976 16.3% of American children lived with mother only, up from 8.1% in 1960.[7]

Some N.Y.C. children are much more likely to be living in a female-headed family than others. Over half (55.2%) of the black children, 36.7% of Hispanic children, and 12.8% of white children were living with mother only in 1976 (Figure 2, Appendix Table 27). A distribution of the N.Y.C. child population by their ethnicity and by the number of parents with whom they are living is shown in Colorplate D. The greater likelihood of living with mother only in New York City than in the United States was true for children of both white and black racial groups (19.4% vs. 12.0% and 54.9% vs. 44.0%, respectively) as well as for children of Spanish origin, regardless of race (36.7% vs. 21.0%).[8]

Figure 2. Children by presence of parents and ethnicity, N.Y.C., 1976



Source: See Appendix Table 27.

A major factor contributing to the growing prevalence of female-headed families is the high rate of marital separation and divorce. While N.Y.C. data are not available, the number of divorces involving children registered in New York State grew from approximately 8,000 in 1968 to over 30,000 in the late 1970s.[9] Separated mothers headed 42.4% and divorced mothers headed 19.9% of N.Y.C. female-headed families (Appendix Table 28). Widows headed only

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[7] Base excludes children living with neither parent. U.S. Bureau of the Census, "Marital Status and Living Arrangements: March 1976," *Current Population Reports*, Series P-20, No. 306, 1977, Table 4; and "Female Family Heads," *Current Population Reports*, Series P-23, No. 50, 1974, Table 7.

[8] Foundation for Child Development analysis of 1976 Survey of Income and Education; and U.S. Bureau of the Census, "Characteristics of American Children and Youth: 1976," *Current Population Reports*, Series P-23., No. 66, Table 23.

[9] George McVey, "Report on Divorces: New York State 1968-1973," *Vital Statistics Review*, October-December 1974; and N.Y. State Dept. of Health, Office of Biostatistics.

13.7% of female-headed families with children. Often in single-parent families, the children's father was never legally a member of the family. Overall, one out of every five mothers heading families (20.2%) has never been married.[10] Among those with children under 6 years of age this proportion reached 40.7%.

For many children, living in a one-parent family is a transitory experience. Many single parents reconcile with their spouses, remarry, or marry for the first time. The number of children living in a single-parent family in any given year is thus far lower than the number who will have this experience during some portion of their childhood. In 1977 17.7% of American children were living with one parent.[11] However, of the children living with two parents, an estimated 10% were living with a biological parent and a step-parent, indicating that they had spent some time in a single-parent family.[12] Analysis of national data on changing patterns of marriage and living arrangements suggests that if current conditions persist, approximately 45% of all children born in the mid-1970s will live in a one-parent family at some point during their childhood.[13]

More out-of-wedlock births

During the two decades prior to 1978, the proportion of babies born out of wedlock more than quadrupled, from 7.7% in 1958 to 33.7% in 1978 (Colorplate E, Appendix Table 29). Between 1970 and 1978, more than a quarter of a million (282,114) N.Y.C. children were born to unmarried women. Even though the national trend has also been one of dramatic increase, the N.Y.C. out-of-wedlock ratio remains more than twice as high as the U.S. ratio.[14]

As discussed in the following chapter, out-of-wedlock status is associated with higher rates of infant death and disability. Research findings are not clear as to whether being born out of wedlock or growing up in a fatherless family is detrimental *per se* to the well-being of a child. An indisputable fact, however, is that children living in single-parent families are far more likely to be poor (see pp. 51-52).

The prevalence of out-of-wedlock status varies. In 1977 more than half (53.3%) of nonwhite babies and almost half (48.4%) of Puerto Rican babies were born to unmarried women, in comparison with 14.6% of white babies[15] (Appendix Table 30). Almost one out-of-wedlock birth in three (31.4%) was to a teenage mother.

Teenage mothers

Almost 15,000 babies were born to teenage mothers in New York City during 1978.[16] Teenage fertility rates have declined, but this decline has not been so extreme as that experienced by older women (see Chapter 1). As a result, births to teenage mothers have represented a greater proportion of total births in recent years, increasing from 9.3% of all births in 1960, to 13.5% in 1970, to approximately 14.0% since 1975 (Appendix Table 31). Births to teenagers represented a greater percentage of all births among nonwhites and Puerto Ricans than among whites (20.0% and 14.8%, respectively, compared with 9.5% in 1977).

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[10] It is also likely that among women reported as "separated," many were never legally married.

[11] U.S. Bureau of the Census, "Marital Status and Living Arrangements: March 1977," *Current Population Reports*, Series P-20, No. 323, April 1978, Tables 4 and 5.

[12] U.S. Bureau of the Census, "Divorce, Child Custody and Child Support," *Current Population Reports*, Series P-23, No. 84, June 1979, p. 3.

[13] *Ibid.*

[14] U.S. Dept. of Health, Education, and Welfare, Public Health Service, *Health: United States 1978*, DHEW Publication No. (PHS) 78-1232, 1978, Table 9.

[15] Data on births are reported for the mutually exclusive categories of white, nonwhite, and Puerto Rican. In order to be classified as Puerto Rican, the mother must have been born in Puerto Rico. (See Chapter 1, footnote 14.)

[16] N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics 1978*, Table 17.

The majority of N.Y.C. teenagers giving birth are poor. In 1978 63% percent of 1978 births to women under 20 years of age were paid for by Medicaid, in contrast to 29% of births to women 20 years and older (Appendix Table 32). Adult women were much more likely to be covered by third-party plans (e.g., private insurance) than were teenagers (54.8% vs. 21.1%). For both teenagers and older women, however, approximately 15% of births were paid for by the women themselves.

Research indicates that teenage childbearing is associated with long-term negative social and economic outcomes for the mother and her family. An early birth is associated with fewer years of schooling for the mother. One 1973 study of N.Y.C. mothers of firstborns found that only 15.5% of those who became mothers at ages 15 to 17 completed high school in comparison with 87.0% of those women who did not have their first child until they were 20 to 24 years of age.[17,18] A national study concluded that a first birth during the teen years results in a "lifelong loss of schooling," rather than a temporary differential.[19,20] Not having acquired necessary skills, young childbearers are less likely to obtain employment and more likely to receive public assistance than their peers who do not have children until their early twenties.

Almost three out of every four (73.5% in 1977) teenage women giving birth are unmarried at the time of delivery (Appendix Table 30). Of those who are married, there is evidence that a significant proportion married as a result of the pregnancy. It has also been shown that marriages entered into during the teenage years are more likely to break up than later marriages.[21]

Teenage abortions

Less than half of teenage pregnancies in New York City result in births. In 1978 18,348 abortions were performed on N.Y.C. teenagers. The ratio of abortions to teenage births in that year was 124.9:100 (Appendix Table 32). These teenage abortions accounted for 20% of the almost 90,000 abortions performed for N.Y.C. resident women.

Unlike the situation with live births, over half of the N.Y.C. resident women—

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[17] Harriet B. Presser, University of Maryland, unpublished tabulations, as cited in *11 Million Teenagers: What Can Be Done About the Epidemic of Adolescent Pregnancies in the United States?*, New York, The Alan Guttmacher Institute, 1976, Figure 19.

[18] See Chapter 4 for discussion of school dropout rates.

[19] Kristin A. Moore; Sandra L. Hofferth; Steven B. Caldwell; and Linda J. Waite. *Teenage Motherhood: Social and Economic Consequences*, Washington, D.C., The Urban Institute, January 1979, p. 10.

[20] In 1978 683 high school girls were enrolled in the special schools for pregnant teenagers of the N.Y.C. public school system. (Board of Education of the City of New York, "Day Schools Register by Grade and School Group," October 1978.)

[21] Moore *et al.*, *Teenage Motherhood*.

both teenage and adult—receiving abortions in 1978 paid for the operation themselves (Appendix Table 32). Overall, Medicaid paid for approximately the same percentage of all abortions as of live births, about one out of three. For women under 20, however, 39% of abortions were paid for by Medicaid in contrast to the 63% of live births to teenage women paid for by Medicaid that year. While less than half of all teenage pregnancies result in births, among poor teenagers relying on Medicaid there were in 1978 more births than abortions.

THE ECONOMICS OF FAMILY LIFE

Rising cost of maintaining a family

New York City is an increasingly expensive place in which to live and raise a family. In autumn 1978,[22] the Bureau of Labor Statistics' estimate of the annual cost of maintaining an "intermediate" level of living for a family of four in the New York-Northeastern New Jersey area was $21,587 (Appendix Table 33). For a similar family at a "lower" level of living the annual budget was $12,063; at a "higher" level it was $34,252.[23] The New York-Northeastern New Jersey area continues to be the most expensive place to live in the continental United States at the higher level and second only to Boston at the intermediate level. At the lower level, the budget for the New York area was higher than the budgets of 35 of the 41 other urban areas.[24] Living costs were 4% higher than the urban U.S. average at the lower level, 16% above the urban average at the intermediate level, and 25% above the urban average at the higher level.

Between spring 1967 and autumn 1978 the cost of maintaining the same level of living in New York increased 100% at the lower level, 116% at the intermediate level, and 130% at the higher level (Appendix Table 34). The spread between lower and higher budget levels in New York has thus continued to increase. The higher level was 147% above the lower budget in 1967 and 184% above the lower budget in 1978.[25]

The greatest increases have come in personal income taxes. Between 1967 and 1978 personal income taxes increased 121% at the lower level, 205% at the moderate level, and 268% at the higher level. During the same period, the amounts budgeted for medical care and food more than doubled for all three budget levels. Amounts budgeted for housing were on average twice as large in

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[22] As of this writing, fall 1978 is the most recent period for which family budget data are available. In the subsequent year ending January 1980, the New York region experienced an inflation rate of 11.5%, the largest annual increase since January 1975. However, New York City had the lowest rate of increase of the nation's five largest cities, perhaps reflecting the fact that "the cost of living in New York is already so high that it can't go any higher." (Robert Lindsey, "Los Angeles Coping with Nation's Worst Inflation," *The New York Times*, March 9, 1980.)

[23] "The budgets represent the costs of three hypothetical lists of goods and services that were specified in the mid-1960s to portray three relative standards of living—described as lower, intermediate, and higher. These budgets are for a precisely defined urban family of four: A 38-year-old husband employed full time, a nonworking wife, a boy of 13, and a girl of 8. The budgets do not represent how families of this type actually do or should spend their money, nor are they intended to represent a minimum level of adequate income or a subsistence level of living." (U.S. Dept. of Labor, Bureau of Labor Statistics, *News*, April 29, 1979, pp. 6-7).

[24] The six urban areas with higher lower-budget levels than New York were: San Francisco-Oakland; Seattle-Everett; Boston; Washington, D.C.; Los Angeles-Long Beach; and Champaign-Urbana.

[25] U.S. Dept. of Labor, Bureau of Labor Statistics, *News*, May 27, 1975 and April 29, 1979.

1978.[26] Expenditures for clothing and personal care showed the smallest increases.

At all budget levels, food and housing costs represent a major portion of total family expenditures (Appendix Table 33). In 1978 these combined costs accounted for 51.1%, 48.5%, and 42.9% of total budget amounts for the lower, intermediate, and higher levels, respectively. Housing costs represented a proportionately larger share of the budget and food costs a proportionately smaller share as the "level" of living increased.

During 1978 the cost of feeding a family of four in New York City rose by 10.8%. A nutritionally balanced diet cost a family of four $4,252.28 in 1978.[27] Overall, food prices have risen 45.8% since the Department of Consumer Affairs conducted its first "market basket" survey in 1973.[28]

Medical care expenditures also varied by level of living, but in a direction opposite to that of personal income tax (Appendix Table 33). Income taxes represented 9.2% of the total lower level budget in comparison with 27.9% of the higher level budget. In contrast, medical care costs accounted for 9.3% of the lower budget as against 3.4% of the higher level budget. However, the absolute dollar amounts budgeted for medical care did not vary significantly across the three budget levels.

Since these Bureau of Labor Statistics family budgets are estimated for a two-parent, two-child family with particular characteristics (see footnote 23), it is impossible to compare these with the income levels for all families with children in New York City. Among N.Y.C. husband-wife families with two children, however, approximately one in five (21%) had incomes below $10,000 in 1975.[29] The BLS lower living budget for the New York region in that year was $10,266.[30]

Family income

The 1975 median income for N.Y.C. families with children was $11,912 (Appendix Table 35). In general, these families did not fare so well economically as those N.Y.C. families without children under 18 ($15,453). Nationally, the pattern was reversed. Families raising children had a slightly higher median income than those without children ($14,469 vs. $13,576).[31]

N.Y.C. female-headed families with children were at a particular economic disadvantage, with a 1975 median income of $5,532. The income level of this group stands in sharp contrast to median income levels of female-headed families without children ($10,394) and of husband-wife families, both with and without children ($15,905 and $15,361, respectively). Hispanic and black families with children—with, as we have seen, a greater concentration of female-headed families—had much lower median incomes in 1975 than did white families ($7,993 and $9,572 vs. $16,609) (Appendix Table 35).

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[26] According to the Consumer Price Index, fuel costs almost tripled between 1967 and 1978. (U.S. Dept. of Labor, Bureau of Labor Statistics, *News*, November 28, 1978.)

[27] "Cost to Feed Family of 4 in City up 10.8%," *The New York Times*, January 22, 1979.

[28] City of New York, Dept. of Consumer Affairs, "Food Costs Climb Almost 50% in Five Years," News Release, May 16, 1978.

[29] Foundation for Child Development analysis of 1976 Survey of Income and Education.

[30] U.S. Dept. of Labor, Bureau of Labor Statistics, *News*, May 5, 1976.

[31] U.S. Bureau of the Census, "Money Income and Poverty Status in 1975 of Families and Persons in the United States and the Northeast Region, by Divisions and States (Spring 1976 Survey of Income and Education)," *Current Population Reports*, Series P-60, No. 110, March 1978, Table 1A.

As discussed earlier, the Bureau of Labor Statistics estimated that the average cost for a four-person family to live on a "lower" budget level in the New York region in 1975 was $10,266. The 1975 official poverty level for a nonfarm family of four was $5,456.[32,33]

One hundred and seventy thousand, or approximately one out of every six (17.2%), N.Y.C. families with children were living below the official poverty level in 1975 (Appendix Table 36). Seventy-five percent of these poor families were headed by women. Female-headed families with children had a poverty rate of 45.9% in comparison with 5.7% for husband-wife families with children. While the rate for husband-wife families indicates a decline from 8.4% in 1969, the serious economic situation of female-headed families with children in New York City has not improved over the same period (Appendix Table 37).

For both husband-wife and female-headed families, those with three or more children were more likely to be poor than those with fewer children (Appendix Table 37). As a consequence of the concentration of children in poor families, the N.Y.C. child poverty rate is even higher than the poverty rate for families.

Almost one child in four in poverty

Almost 450,000 N.Y.C. children, about one in every four, was poor in 1975 (Table 1). In comparison with children nationally, N.Y.C. children were more likely to be poor. In 1975 15.3% of American children were living in families with incomes below poverty level.[34] While approximately one out of every 35 American children lived in New York City, one out of every 20 *poor* children in this country lived in the city.

Table 1 – *Children under 18 in families with income below poverty level in 1975, by family type and ethnicity, N.Y.C., 1976*

	Children under 18 below poverty level*								
				Family type					
	*Total***			*Husband-wife*			*Female-headed*		
Ethnicity of child	#	%	S.E.	#	%	S.E.	#	%	S.E.
Total**	443,953	23.8%	2.3	111,883	9.0%	1.9	332,070	55.8%	4.8
White	65,151	8.5	2.4	20,623	3.1	1.6	44,528	45.4	11.8
Black	197,171	36.0	4.8	17,984	8.0	4.2	179,187	57.6	6.6
Hispanic	181,631	37.7	5.2	73,275	24.6	5.9	108,355	60.5	8.5

*Does not include subfamily heads under 18 years of age.
**Total includes other categories not shown separately.

Source: Trude W. Lash, Heidi Sigal and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education*, New York, Foundation for Child Development, 1979, Table IIIB-6.

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[32] U.S. Bureau of the Census, "Money Income and Poverty Status in 1975," Table A-1.

[33] The 1978 official poverty level for a nonfarm family of four was $6,662. (U.S. Bureau of the Census, "Money Income and Poverty Status of Families and Persons in the United States: 1978 (Advance Report)," *Current Population Reports*, Series P-60, No. 120, November 1979, p. 36). While adjusted for family size, the official poverty level no longer takes into account regional differences in cost of living.

[34] U.S. Bureau of the Census, "Money Income and Poverty Status in 1975," Table 1C.

More than half of all children living in female-headed families were poor in comparison with one out of ten children living in husband-wife families (Colorplate F). Regardless of ethnic group, children living with their mothers only were likely to be poor. Overall, Hispanic and black children were more than four times as likely as white children to be poor (37.7% and 36.0% vs. 8.5%). The difference is in part the result of the greater concentration of "minority" children in female-headed families. Among children living in husband-wife families, Hispanic children were more likely to be poor than were other children. Black children, however, were not significantly more likely to be poor than were white children. Black children in husband-wife families were, in fact, the only group for which there was a decline in poverty rate between 1969 and 1975 (from 15.9% to 8.3%).[35] This reflects the relatively high rate of maternal employment of black wives in New York City.

Working mothers

A substantial and increasing percentage of American mothers are entering the labor force. This phenomenon, which has significant implications for the organization of family life and child care, is evident in New York City. The total labor-force participation rate for N.Y.C. mothers rose from 33.3% in 1970 to 40.0% in 1976, the most recent year for which N.Y.C. data are available (Colorplate G, Table 2).

Table 2 – *Labor-force participation of mothers, by family type and age of children, N.Y.C., 1970 vs. 1976*

Women 16 and over with own children under 18	*Percent in labor force*		
	1970	*1976*	
			S.E.
Total	33.3%	40.0%	3.1
Wives	31.2	39.3	3.7
Family heads	40.9	41.6	5.7
With children under 6	21.5%	31.4%	4.4
Wives	20.1	31.7	5.1
Family heads	27.1	30.6	8.8
With children 6-17 only	44.6%	46.6%	4.2
Wives	42.2	46.0	5.1
Family heads	52.9	47.8	7.2

Source: U.S. Bureau of the Census, *1970 Census of Population*, PC(1)-C34 (New York), Table 85; Trude W. Lash, Heidi Sigal and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education*, New York, Foundation for Child Development, 1979, Table IIIA-1.

As discussed earlier in this chapter, the number of female-headed families in which mothers serve both as single parent and as the primary potential source of income in the home has increased in recent years. Although there was an increase in the number of female family heads in the labor force, the participation *rate* for female family heads with children did not increase significantly between 1970 and 1976.

Rather, the overall rise in the rate of working mothers in New York City was attributable largely to the increased rate among *married* women, which went from 31.2% to 39.3% between 1970 and 1976. The vast majority of these women were bringing home a second family paycheck. In 1976 93% of these wives' husbands were also in the labor force.[36] While some wives undoubtedly work for self-fulfillment alone, it is clear that economic considerations affect decisions to work. In a recent national survey,[37] 40% of employed married mothers reported that their main reason for working was that their families needed the money. For an additional 20% the extra income allowed for the purchase of nonessential goods and entertainment.

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[35] Lash, Sigal, and Dudzinski, *Children and Families in New York City*, Table IIIB-10.

The labor-force participation rates among women with preschool children continued to be somewhat lower than among women with school-age children only. However, it was among mothers of young children that the most notable increases occurred between 1970 and 1976 (Table 2). Overall, the labor-force participation rate for mothers of preschool children rose from 21.5% to 31.4%. Again, the trend was closely tied to increased rates among married women rather than women heading families.

In 1976 half of black mothers were in the labor force in comparison with one-third of white and Hispanic mothers[38] (Colorplate H, Appendix Table 38). It was primarily among white women that the age of their children was a factor in labor-force rates. White mothers whose children were of school age were twice as likely to be in the labor force as were those with preschool children in the home (44.5% vs. 19.1%).

In general, mothers in the labor force had fewer children than mothers not in the labor force (83% of those in the labor force had only one or two children in comparison with 70% of those not in the labor force).[39] The relationship between small family size and maternal labor-force participation is not unique to New York City. As discussed by Moore and Hofferth, the principal explanations for this phenomenon are: (1) the presence of children makes women less able or willing to seek employment outside the home; (2) women who want to work voluntarily restrict their childbearing; (3) other factors such as family background and attitudes influence both employment and the number of children a woman bears; (4) women make decisions concerning both employment and childbearing together, weighing the effects of one upon the other.[40]

As a result of the labor-force participation rate increase for married mothers in contrast to female family heads, in 1976 N.Y.C. mothers heading their own families were no longer more likely to be in the labor force than were N.Y.C. wives with children (Table 2). This pattern differs somewhat from the national situation. While the greatest increase nationally has also been among wives

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[36] Foundation for Child Development analysis of 1976 Survey of Income and Education.

[37] A.C. Nielson & Co. for Kentucky Fried Chicken and *Ladies Home Journal*, "Wage-Earning Mothers: A National Profile," September 1978, Exhibit 15.

[38] Due to the small size of the N.Y.C. sample and the resulting large standard errors, we cannot compare the labor-force participation or employment rates of wives vs. female family heads separately by ethnic group. In addition, comparison across ethnic groups of mothers heading their own families was not possible. However, it was possible to estimate that 48.9% of black wives with children were employed in comparison with 26.3% for white wives and 32.4% for Hispanic wives. (Foundation for Child Development analysis of 1976 Survey of Income and Education.)

[39] *Ibid.*

[40] Kristin A. Moore and Sandra L. Hofferth, "Women and Their Children," in Ralph E. Smith (ed.), *The Subtle Revolution: Women at Work*, Washington, D.C., The Urban Institute, 1979, p. 129.

(particularly those with young children), U.S. labor-force participation rates remain higher among female family heads than among married mothers (61.5% vs. 46.1%).[41]

Despite the overall rise in the labor-force participation rate of N.Y.C. mothers, they are less likely to be in the labor force than mothers in the United States as a whole (40.0% vs. 48.7%). The difference stems largely from lower N.Y.C. rates for women heading their own families. In 1976 41.6% of N.Y.C. mothers heading families were in the labor force in contrast to 61.5% of U.S. female family heads. While differences were not as large, married mothers were also less likely to be in the labor force in New York City than were mothers nationally (39.3% vs. 46.1%).

Underlying the striking discrepancy in the labor-force rates among female family heads are differences between the characteristics of N.Y.C. women heading their own families and those nationally. For example, divorced women headed a much smaller percentage of all female-headed families with children in New York City than they did in the United States (21.1% vs. 41.2%).[42] Divorced mothers are more likely to be in the labor force than any other category of mothers.[43] On the other hand, never-married mothers have the lowest labor-force participation rates.[44] Never-married mothers represented 17.7% of N.Y.C. female family heads in comparison with 12.2% for the United States.[45] In addition, a greater percentage of the U.S. female family heads with children have completed high school.[46] Moreover, there is some indication that N.Y.C. women heading families have more children than their U.S. counterparts—another factor associated with lower labor-force participation rates.[47]

Not all the N.Y.C. mothers in the labor force in 1976 were actually employed. Almost one out of five was unemployed and looking for a job. This unemployment rate was twice as great as that for mothers nationally.[48] While not available for New York City, national figures indicate that unemployment rates are higher among mothers heading their own families, particularly among never-married mothers, than among wives with children.[49] Of employed N.Y.C. mothers more than one out of three worked at clerical jobs; about one out of six held professional or technical jobs.[50] The distribution by type of occupation did not differ greatly between wives and female family heads. The substantial majority of employed mothers, about four out of five, worked full time.

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[41] U.S. Dept. of Labor, Bureau of Labor Statistics, *U.S. Working Women: A Databook*, 1977, Table 19.

[42] Lash, Sigal, and Dudzinski, *Children and Families in New York City*, Table II-16; and U.S. Bureau of the Census, "Household and Family Characteristics: March 1976," *Current Population Reports*; Series P-20, No. 311, Table 12.

[43] U.S. Dept. of Labor, *U.S. Working Women*, Table 19.

[44] *Ibid*.

[45] Lash, Sigal, and Dudzinski, *Children and Families in New York City*, Table II-16; and U.S. Bureau of the Census, "Household and Family Characteristics: March 1976," Table 12.

[46] U.S. Bureau of the Census, "Household and Family Characteristics: March 1976," Table 13; and Foundation for Child Development analysis of 1976 Survey of Income and Education.

[47] Lash, Sigal, and Dudzinski, *Children and Families in New York City*, Table II-10; and U.S. Bureau of the Census, "Survey of Income and Education," HEW Table 2, unpublished data.

[48] Lash, Sigal, and Dudzinski, *Children and Families in New York City*, Table IIIA-9; and U.S. Dept. of Labor, *U.S. Working Women*, Table 19.

[49] U.S. Dept. of Labor, Bureau of Labor Statistics, "Marital and Family Characteristics of Workers: 1970 to 1978," *Special Labor Force Report 219*, Table F.

[50] Lash, Sigal, and Dudzinski, *Children and Families in New York City*, Table IIIA-10.

National data indicate that within the same occupational categories women earn considerably less than their male counterparts. For example, as of May 1977, women in clerical jobs earned only 64 cents for every dollar earned by men.[51] On an average, American women who work full time earn 59 cents for every dollar earned by men.[52] The 1977 median income for female-headed families when the mother was in the labor force was $8,100, far below that of two-parent families, which was twice as high even when the wife was not in the labor force.[53]

The child-care problem

Much concern has been focused on the care arrangements made for preschool-age children with working mothers. In 1976 160,000 N.Y.C. children under 6, 28.7% of all preschoolers, had mothers in the labor force.[54] The number today probably is greater and may be expected to increase through the 1980s.[55] It cannot be assumed, however, that only those mothers who are employed outside the home seek alternative care arrangements for their children. It has been estimated, for example, that half of all U.S. children attending preprimary programs have mothers who are not currently in the labor force.[56]

Types of child-care arrangements vary considerably in location, number of children served, hours of operation, cost per child, public vs. private auspices, and degree of emphasis on developmental goals. They include formal programs such as group centers and licensed family day care, Head Start, and nursery school and kindergarten programs. There are many varieties of informal arrangements, including out-of-home care in unlicensed settings and in-home care by relatives or paid babysitters. While there appears to be general agreement that most parents would prefer the full-time care of children in their own homes if they could afford it, the national trend has been toward care in group settings.[57] Many programs, however, offer care for only half the day or less. Not infrequently, families (particularly those with employed mothers) find it necessary to piece together two or more different types of arrangements to provide adequate child-care coverage.

Child care for N.Y.C. preschoolers — Unfortunately, data on the child-care arrangements made by N.Y.C. mothers are limited. To a large extent both the nature of the arrangements made and the unmet need for child care remain undocumented. No data are available on the number of children who receive in-home care or who are served in unlicensed and often inadequate homes or facilities. What is known is that in 1978-79 approximately 120,300 children were enrolled in some form of full- or part-day publicly funded or licensed preprimary program (Table 3).

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[51] U.S. Dept. of Labor, Bureau of Labor Statistics, "Usual Weekly Earnings of Full-Time Workers," May 1977.

[51] U.S. Dept. of Labor, Bureau of Labor Statistics, "Median Earnings in 1977 Reported for Year-Round Full-Time Workers," *Special Labor Force Report 230*, 1979.

[53] U.S. Dept. of Labor, Bureau of Labor Statistics, "Employment in Perspective: Working Women," Report 544, second quarter, 1978.

[54] Lash, Sigal, and Dudzinski, *Children and Families in New York City*, Table IIIA-7.

[55] Moore and Hofferth, "Women and Their Children," in Smith (ed.), *The Subtle Revolution*.

[56] Sheila B. Kamerman and Alfred J. Kahn, "The Day Care Debate: A Wider View," *The Public Interest*, No. 54, Winter 1979.

[57] Moore and Hofferth, "Women and Their Children," in Smith (ed.), *The Subtle Revolution*.

Table 3 — Estimated number of children in preprimary programs, N.Y.C., 1969-70, 1974-75, 1976-77, 1978-79

	1969-70	*1974-75*	*1976-77*	*1978-79*
Total	142,515	141,556	128,680	120,326
Public school*				
Prekindergarten	9,128	3,743	2,177	2,294
Kindergarten	91,070	71,110	60,156	48,954
Nonpublic schools*				
Prekindergarten	3,542	5,448	5,656	7,421
Kindergarten	13,005	12,594	16,323	17,221
Agency for Child Development**				
Head Start	5,800	6,127	6,846	7,046
Group day care	7,100	28,569	25,639	26,665
Family day care	4,579	6,536	3,837	4,666
Other licensed programs	8,291	7,429	8,046	6,059
As percent of total	100.0%	100.0%	100.0%	100.0%
Public schools*				
Prekindergarten	6.4	2.6	1.7	1.9
Kindergarten	63.9	50.2	46.7	40.7
Nonpublic schools*				
Prekindergarten	2.5	3.8	4.4	6.2
Kindergarten	9.1	8.9	12.7	14.3
Agency for Child Development**				
Head Start	4.1	4.3	5.3	5.9
Group day care	5.0	20.2	19.9	22.2
Family day care	3.2	4.6	3.0	3.9
Other licensed programs	5.8	5.2	6.3	5.0

*Includes children of all ages enrolled in prekindergarten and kindergarten programs.

**Figures are estimates of the number of children under 6 enrolled in Agency for Child Development-sponsored day care. ACD provides day care for school-age as well as for preschool children. In September 1978, 2,777 children in day care were under 3 years old, 29,536 were 3 to 5, and 10,918 were 6 or older.

Source: Early Child Development Task Force, *The Children Are Waiting*, July 1970, Appendix A;
Board of Education of the City of New York, Office of Educational Statistics, "Day School Register";
N.Y. State Education Dept., Information Center on Education;
Agency for Child Development, "Facts and Figures," July 1975, and unpublished data;
N.Y.C. Dept. of Health, Bureau of Child Health, Division of Day Care.

There were 31,331 children under 6 enrolled in day-care programs under the control of the Agency for Child Development (ACD): 26,665 in group (center) day care and 4,666 in family day care. The great majority of this group (29,536) were 3- to 5-year-olds (Box A). ACD had estimated that in that year a total of 123,000 N.Y.C. preschoolers met the income and social eligibility requirements for these Title XX-funded programs.[58] Eighty-one thousand of these children were 3 to 5 years of age. While day care is not sought for all eligible children, it is evident that far from all eligible children can be cared for with available public funds.

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[58] Title XX eligiblity criteria require applicants to be: (1) working, looking for work, or enrolled in a job-training program; (2) ill or incapacitated; or (3) in need of preventive or protective services for the children, or of services for children with handicapping conditions. All families with incomes less than 100% of the state median ($18,216 for a family of four in 1978) were income eligible for free or reduced-fee day care. Title XX receives 75% of its funds from the federal government, 12.5% from the state, and 12.5% from the city. (Agency for Child Development, "Submission to 1979-1980 Comprehensive Annual Social Services Program Plan.")

Box A. Characteristics of children in publicly funded day care, 1979

Age of children — Publicly funded day care serves primarily preschool-age children. Two-thirds (67.9%) of the children in ACD-sponsored day care were 3 to 5 years of age; an additional 6.3% were under 3 years. While one out of four children was 6 or older, only 4.3% were 10 to 13 years old.

Income — About a third of the children in publicly funded day care lived in families receiving public assistance. An additional 46% of the families whose children were in care were classified as income-eligible and paid no fee. Only 16.8% of the families were income-eligible and paid a fee.

Family type and number of children — The vast majority of children (79.2%) lived in families headed by their mothers. Children living with two parents made up 16.6% of the total, and the remainder were living with a father only or with some other adult. Almost 60% of the children had no other siblings in care, while 9.7% had two or more siblings also receiving care.

Length of time in care — Just over one-third (34.1%) of the children had been in care for only one to six months; 29.6% had been in care for one to two years; 12.3% for two to three years; and 7.3% for more than three years.

Employment status of parents — Almost nine out of ten children (87.7%) were in day care for reasons related to employment of their parents: 65.1% of the parents of children in day care were employed; 16.3% were receiving vocational training; and 6.3% were seeking jobs. In two-thirds of the families receiving public assistance, the parents were unemployed.

Source: Agency for Child Development, Inter-office memo by Marshall Bryant dated June 6, 1979, City of New York, Human Resources Administration.

An additional 7,046 preschoolers were enrolled in Head Start, also under ACD auspices. During the same year, 51,248 children were enrolled in kindergarten and prekindergarten classes in the public schools and 24,642 in the nonpublic schools, the great majority in half-day classes. Finally, 6,059 children were enrolled in other licensed, but not publicly funded, programs (such as cooperative nurseries, play schools, and church-affiliated programs).

Although the number of children served in these preprimary programs decreased during the 1970s (by 15.6% between 1969-70 and 1978-79), the total number of children under 6 decreased at a faster pace of 23% between 1970 and 1976.[59] As a result, the percentage of all children under 6 served by these programs had increased from 19.2% in 1969-70 to 22.4% in 1976-77.

Within these programs, however, several trends are evident. Of all children enrolled, the proportion attending public prekindergarten and kindergarten has been decreasing steadily, from 70.3% in 1969-70 to 42.6% in 1978-79. A related trend is the increasing percentage of children in preprimary programs in the nonpublic schools, up from 11.6% in 1969-70 to 20.5% in 1978-79.

How much does the information on formal child-care programs tell us about the care arrangements made for preschool children with mothers in the labor force? As stated earlier, they numbered 160,000 in 1976, and it is likely that their number is even greater today. While it is known that in 1979 approximately nine out of ten of the children in ACD group and family day care, about 27,500 preschool children, had parents either in the labor force or in job training, the number of preschool children with working mothers in other licensed programs, and schools is not known. Even if half of the nearly 89,000 children cared for in these other settings did have a mother in the labor force—a liberal estimate[60]—the care arrangements would be known for only an additional 44,500 children under 6. No data are available on the care arrangements made for the 88,000 or more remaining preschoolers with working mothers. Nor is it known what happens during the other half of the day to the children in half-day licensed programs and schools or how many of these children attend more than one part-time program to get full-day care.

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[59] See Chapter 1 and Appendix Table 5.

It seems clear that the child-care supports relied on for many years by working mothers have been disappearing.[61] Since families are having fewer children, there is less likelihood that an older sibling will be in the home to care for younger children. The "traditional" babysitters, such as grandmothers and neighbors, are also more likely to be working. And increased mobility has decreased the ties to neighbors and extended family members. While there is no direct measure of the number of children living with or near extended family-members, there is some indication that their number is declining. In 1960 7.4% of all N.Y.C. children under 18 were living in households headed by someone other than a parent. By 1970 this proportion had decreased to 6.3% and by 1976 it was only 4.9%.[62,63]

One trend is clear: more and more women, including mothers of young children, will join the labor force. Therefore, more and more working mothers will have to let others care for their children for part or all of the day. Many questions, however, remain unanswered. In view of the rapid changes in work and family life, a thorough look at the city's child-care programs is clearly indicated.

Public assistance

As noted, the majority of N.Y.C. mothers heading their own families are not in the labor force, and even among those who are actively seeking employment, many are unable to find jobs. Public assistance, primarily through the Aid to

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[60] As noted earlier, approximately half of the children enrolled in preprimary programs nationally had mothers in the labor force. The percentage probably is smaller in New York City. In 1976 29% of all N.Y.C. children under 6 had mothers in the labor force in comparison to 37% nationally. (Lash, Sigal, and Dudzinski, *Children and Families in New York City*, Table IIIA-8; and U.S. Dept. of Labor, Women's Bureau, *Working Mothers and Their Children*, 1977, Table 8.)

[61] Moore and Hofferth, "Women and Their Children," in Smith (ed.), *The Subtle Revolution*.

[62] U.S. Bureau of the Census, *Census of Population: 1960*, Volume 1, Part 34 (New York); *1970 Census of Population*, PC(1)-B34 (New York); and Lash, Sigal, and Dudzinski, *Children and Families in New York City*, Table I-4a.

[63] For 8.3% of black children in New York City living in households headed by a relative, that relative was not the child's parent. Black children in New York City, however, were less likely to be living in a relative's household than black children nationally, where the 1976 figure was 13.6%. (Lash, Sigal, and Dudzinski, *Children and Families in New York City*, Table I-5; and U.S. Bureau of the Census, *Current Population Reports*, Series P-20, No. 306, Tables 2 and 3.)

Families with Dependent Children (AFDC) program,[64] is the main source of financial support for these families (Box B).[65]

Approximately one out of three N.Y.C. female-headed families with children reported receiving 100% of their 1975 income from public assistance.[66] For more than half of female-headed families, public assistance represented at least 50% of their total income that year.

Less than 1% of New York City's two-parent families relied totally on public assistance for their 1975 income. Approximately one out of every 20 of these families, however, needed public assistance to supplement their income and to meet the financial strain of raising their children. Public support for these families is most often provided under the Aid to Families with Dependent Children-Unemployed Parent (AFDC-U)[67] and Home Relief [68] programs.

In December 1978 543,000 children, more than one out of four, were supported by public assistance, 95% of them under the AFDC program (Appendix Table 39). This represents a numerical decline of 23.6% since 1971, when the number of children in families receiving public assistance reached an all-time peak of 710,000. The decline in number, however, masks the more important fact that the percentage of all children under 20 receiving public aid was not lower in 1978 than in 1970 (Appendix Table 40). The population under 20 had decreased by 17.6% since 1970, yet the number of children receiving welfare had decreased by only 14.5%. The latter decline is the outcome of two opposing trends. The poverty rate for children in female-headed families remained at approximately 56% between 1970[69] and 1976, and the number of children living in these families increased by over 100,000 during this period. Yet this rise in welfare-eligible children among female-headed families was more than offset by other factors, including the increase in labor-force participation among married mothers, the elimination of many ineligibles from the rolls,[70] and the tightening of procedures for accepting new applicants.[71]

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[64] AFDC provides support for needy children who have been deprived of parental support due to the death, continued absence, or mental or physical incapacity of a parent. It receives half its funding from the federal government, and the state and city each provide 25%.

[65] Despite a work-registration requirement (WIN program), only 5% of the AFDC mothers in New York City worked either full- or part-time in March 1977 (compared to 14% of AFDC mothers in the rest of the state). (N.Y. State Dept. of Social Services, Bureau of Data Management and Analysis, "Highlights of the AFDC Characteristics Study: March 1977," August 1978.) Under the Work Incentive Program (WIN) enacted by Congress in 1972, all "employable" AFDC recipients are required to register with the State Department of Labor for job counseling and referral. Single parents with children 6 years of age or under are not required to register. (City of New York, Human Resources Administration, Dept. of Income and Maintenance, *A Report on Welfare in New York City: November 1977*, pp. 28-30.)

[66] Lash, Sigal, and Dudzinski, *Children and Families in New York City*, Table IIIB-11.

[67] AFDC-U provides assistance to two-parent families with at least one minor child when the parent works less than 100 hours a month and is not receiving or eligible for unemployment insurance. It is funded 50% by the federal government and 25% each by the state and city.

[68] Home Relief provides support to needy N.Y.C. residents, including single individuals and childless couples as well as intact working families with incomes below the poverty level not eligible to receive assistance under federally-aided categories. It is funded 50% each by New York State and New York City.

[69] U.S. Bureau of the Census, *1970 Census of Population*, PC(1)-D34 (New York), Table 207.

[70] The ineligibility rate dropped from 18.3% in 1973 to 8.4% in the first half of 1977. Peter Kihss, "Study Finds 7 Cities Have More Ineligibles on Welfare than New York," *The New York Times*, December 13, 1977.

As the number of children receiving public assistance decreased, the number of children receiving Supplemental Security Income (SSI)[72] benefits increased. Between December 1974, the end of the program's first year of operation, and July 1977, the number of children on SSI rose from 3,802 to 9,765.[73]

The basic public-assistance grant for a family of four, $258 per month,[74] was set in 1974.[75] In addition, four-person public-assistance families are also eligible for a shelter allowance not to exceed $218 and food stamps valued at $170.[76] Other in-kind benefits include Medicaid-paid health care, free school meals, day care, job and legal counseling, and homemaker services, though the latter are quite limited.

A study conducted by the RAND Corporation found that in 1974 the average four-person family on public assistance received a total the equivalent of $6,594 in cash or services from the following sources: cash grants ($3,656), food stamps ($565), Medicaid ($1,709), day care ($134), and nonwelfare income ($530).[77] This calculation, which assumes average use of Medicaid and day care, compared favorably with the official poverty level of $5,000 in that year. It was, however, still below the Bureau of Labor Statistics' lower level consumption budget (i.e., excluding personal income taxes, Social Security, and disability payments) of $7,749 in 1974.[78] By 1978 the lower-consumption budget had increased to $9,682 (Appendix Table 33). There has been no increase in the basic public assistance grant since 1974.

Human Resources Administration Commissioner Stanley Brezenoff has commented on the inadequacy of current grant levels in view of rising costs.[79] As one illustration, he points out that while the basic grant allows $14 for gas, electric and telephone combined, the average monthly Consolidated Edison bill increased from $16 in 1972 to $31 today. The minimum monthly phone charge is around $9. Further, given the increase in housing costs in New York City, growing numbers of public-assistance recipients are forced to pay rents above the maximum for reimbursement and "must therefore divert funds intended for the other necessities of life—inadequate in the first place—into shelter expenses."

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[71] The rejection rate for new applicants increased from 25%-30% in mid-1976 to 48% in the last half of 1977. A study has been undertaken to assess the impact of these procedures on the denial of welfare benefits to eligible families. Peter Kihss, "New York City is Turning Down 48% of New Welfare Applicants," *The New York Times*, December 12, 1977.

[72] SSI is a program for aid to the low-income aged, blind, or disabled, which is funded 66% by the federal government and 17% each by the state and city.

[73] City of New York, Human Resources Administration, *The SSI Program in New York City: Statistical Summary from the SDX System*, December 1974 and July 1977.

[74] City of New York, Human Resources Administration, *Report on Welfare*, Table II-3.

[75] The basic grant reflects the Bureau of Labor Statistics' 1972 lower level budget adjusted downward for welfare families.

[76] City of New York, Human Resources Administration, *Report on Welfare*, Tables II-3 and II-4.

[77] David W. Lyon; James R. Hosek; Philip A. Armstrong; and John J. McCall. *Multiple Welfare Benefits in New York City*, Santa Monica, The RAND Corporation, August 1976, Table 4.4.

[78] U.S. Dept. of Labor, Bureau of Labor Statistics, *News*, May 27, 1975.

[79] Stanley Brezenoff, "As New York's Poorest get Poorer," *The New York Times*, March 3, 1980.

Box B. Characteristics of AFDC families (spring 1976)

Family type — The great majority of the families with children under 18 that received AFDC support were female-headed (85%).

Marital status of the mother — Three out of four of the mothers heading families that received AFDC support were separated or never-married.

Ethnicity — Approximately one-half of the AFDC families were black; one-third were Hispanic.

Number of children — About one in four AFDC families had four or more related children. Less than one-third of the female-headed families that received AFDC support had only one child under the age 18, in comparison with approximately 60% of female-headed families that did not receive AFDC support.

Educational attainment of the family head — About two-thirds of the mothers heading AFDC families had educational attainment levels of the third year of high school or less, in comparison with about one-third of the mothers heading families that did not receive support under the AFDC program in spring 1976.

Source: Lash, Sigal and Dudzinski, *Children and Families in New York City*, Table III B-13.

The reported reasons for AFDC case openings have changed markedly since 1975, the first year for which these data are available (Appendix Table 41). The number of newly accepted cases in which the mother was never legally married and was not receiving support increased from 37.9% to 48.0% in 1978, reflecting the large increase in the number of out-of-wedlock births in New York City. A national program to locate delinquent fathers and secure court-ordered support for their families has been less successful in New York City[80] than in the rest of the state and the nation.

As of March 1977, the average length of time elapsed since case openings was slightly over three years in New York City, compared to less than two-and-a-half years in the rest of the state.[81] However, the public assumption that public assistance is a permanent way of life for all welfare families is not based on fact. Many families rely on public assistance for only brief periods. Of the 10,760 AFDC cases opened during the last quarter of 1975, for instance, 5% were closed within three months, 11% within six months, 19% within nine months, and 26% within one year of opening.[82] Cases in the primarily two-parent relief categories (AFDC-U and HR) were closed even more quickly: 17% within three months, 31% within six, 42% within nine, and 50% within 12. Of the 22,100 public assistance cases closed in the last quarter of 1975, however, 25% were reopened within a year.[83] Some families do remain on public assistance for a long period of time. In 1973 more than one out of four families had been on public assistance for five years or more.[84] While more recent data are not available, it is estimated that in 1979 this percentage was even greater.

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[80] Parent Locator and Support Monitoring Program, Community Council of Greater New York.

[81] N.Y. State Dept. of Social Services, "Highlights of AFDC Characteristics Study."

[82] Excludes administrative turnover (i.e., cases closed for technical reasons, but immediately reopened). City of New York, Human Resources Administration, "The Quarterly Case Turnover Report for January-March 1977," August 1978, Table 4b.

[83] *Ibid.*, Table 6b.

COMMENTARY

The stated goal of AFDC in New York City is not only to provide financial assistance for dependent children in their own homes but also "to maintain and strengthen family life." Services to these families are to be provided by the Department of Social Services. A recent study found, however, that the welfare of the children is no one's "concern until the family breaks down and placement becomes necessary or the children get into trouble at school or with the law enforcement establishment."[85] As is shown in subsequent chapters of this report, a great many children from AFDC families do get into trouble, fail in school, and are brought before Family Court. These children constitute the majority of all children in foster care.

Certainly it is necessary to deal with the specific problems facing various groups of children. Yet, as discussed in the Introduction to this report, how to assure the "maintenance and strengthening of family life" for *all* children, especially those at greatest risk, is the overriding challenge to be met.

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[84] N.Y. State Dept. of Social Services, Bureau of Research, "Characteristics of AFDC Families in New York State, January 1973," Program Analysis, Report #55, August 1974, Table 7.

[85] Citizens' Committee for Children of New York, Inc., *Social Services: Short Shrift for 600,000 Children*, April 1978.

HIGHLIGHTS

—The total number of families with children in New York City declined by 63,000 between 1970 and 1976, a drop of 6% in six years. The decline was primarily among white families who, by 1976, represented less than half of the 995,000 N.Y.C. families with children.

—Between 1970 and 1976, the average number of children per N.Y.C. familiy decreased from 2.16 to 1.98, in comparison with the national trend of 2.36 to 2.08.

—In 1960 approximately one N.Y.C. child in ten was living with mother only. By 1970 this proportion had doubled (20.8%), and as of 1976, almost one of every three (30.5%) N.Y.C. children lived in a family headed by the child's mother. In that year, 16.3% of American children lived with mother only.

—Over half (55.2%) of N.Y.C. black children, 36.7% of Hispanic children, and 12.8% of white children were living with mother only in 1976.

—During the two decades prior to 1978, the proportion of N.Y.C. babies born out of wedlock more than quadrupled from 7.7% in 1958 to 33.7% in 1978--twice the U.S. rate. Almost one N.Y.C. out-of-wedlock birth in three was to a teenage mother.

—Almost 15,000 babies were born to teenage mothers in New York City during 1978. Two-thirds (63%) had their deliveries paid for by Medicaid; 73.5% were unmarried.

—The 1975 median income for N.Y.C. families with children was $5,532 for female-headed families compared to $15,905 for husband-wife families.

—Hispanic and black families with children, with a greater concentration of female-headed families, had much lower median incomes in 1975 than did white families ($7,993 and $9,572 vs. $16,609, respectively).

—One hundred seventy thousand, or approximately one out of every six, N.Y.C. families with children were living below the official poverty level in 1975. Seventy-five percent of these poor families were headed by women.

—Approximately one out of three N.Y.C. female-headed families with children reported receiving 100% of their 1975 income from public assistance. For more than half of female-headed families, public assistance represented at least 50% of their total income that year.

—Almost 450,000 N.Y.C. children, about one in every four, was poor in 1975. More than half of all children living in female-headed families were poor in comparison with one out of ten children living in husband-wife families.

—Almost one out of every 20 poor children in this country in 1975 lived in New York City, while the city was the residence of one out of 35 of all U.S. children.

—The total labor-force participation rate for N.Y.C. mothers rose from 33.3% in 1970 to 40.0% in 1976, attributable largely to the increased rate among married women, which went from 31.2% to 39.3% between 1970 and 1976.

—The labor-force participation rate among women with preschool children, while still somewhat lower than among women with school-age children only, showed the most notable increase between 1970 and 1976. It rose from 21.5% to 31.4%.

—Despite the overall rise in labor-force participation rates of N.Y.C. mothers, they were still in 1976 less likely to be in the labor force than mothers in the United States as a whole (40.0% vs. 48.7%). The difference stems largely from lower N.Y.C. rates for women heading their own families (41.6% versus 61.5%).

—In 1976 160,000 N.Y.C. children under 6, 28.7% of all preschoolers, had mothers in the labor force.

—In 1978-79 approximately 120,300 N.Y.C. children were enrolled in some form of full- or part-day publicly funded or licensed preprimary program. It is estimated that only slightly more than half of those enrolled were children of working mothers.

3

CHILDREN'S HEALTH

Good health is a goal shared by everyone. For children especially, it is a prerequisite for the interpersonal, educational, and recreational activities basic to normal growth and development. While parental and societal aspirations for children may vary in other areas, such as the value of certain personality attributes or educational and career priorities, all parents agree that freedom from disease, disability, and physical discomfort is vital for their children. How well, then, are we in New York City achieving this widely shared goal?

In brief, the answer is fairly positive. The long-term trends show great improvement in the health status of New York City's children. The average life expectancy for a child born in New York City in the 1970s is more than 25 years longer than the life expectancy of a child born at the turn of the century (Figure 1a). A major factor in longer life expectancy for N.Y.C. children has been the decline in infant mortality. In 1978 the infant mortality rate in New York City was 17.1 deaths per 1,000 live births, in comparison with approximately 137 per 1,000 at the turn of the century[1] (Figure 1b, Appendix Table 42). Moreover, serious communicable diseases, such as polio, diphtheria, smallpox, and scarlet fever, which killed and disabled children in the last century and in the earlier part of this century, have now been brought under sufficient control so that they no longer pose a significant health problem (Figure 1c, Appendix Table 43).

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[1] N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics 1970*, Table 1.

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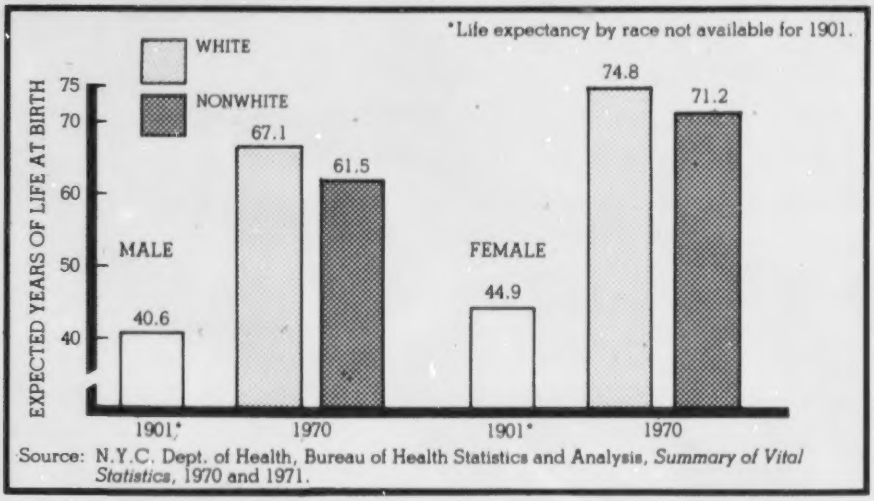
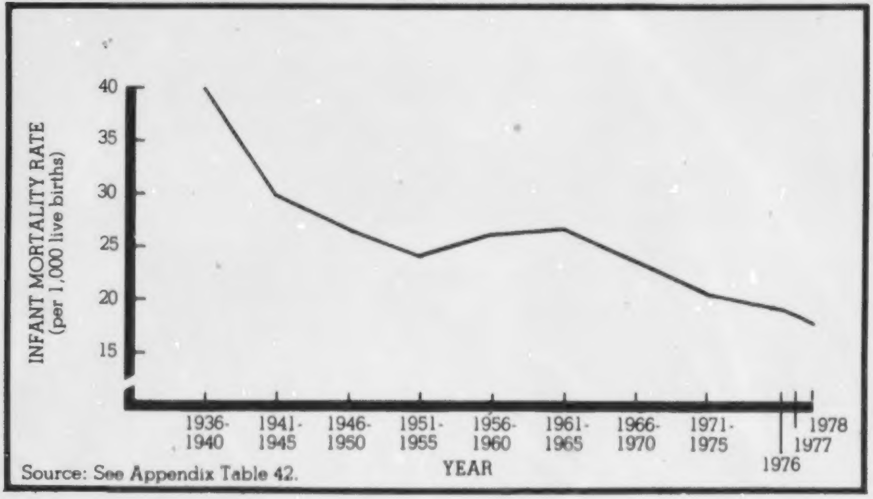
Figure 1a. Life expectancy at birth, by sex and race, N.Y.C., 1901 vs. 1970



*Life expectancy by race not available for 1901.

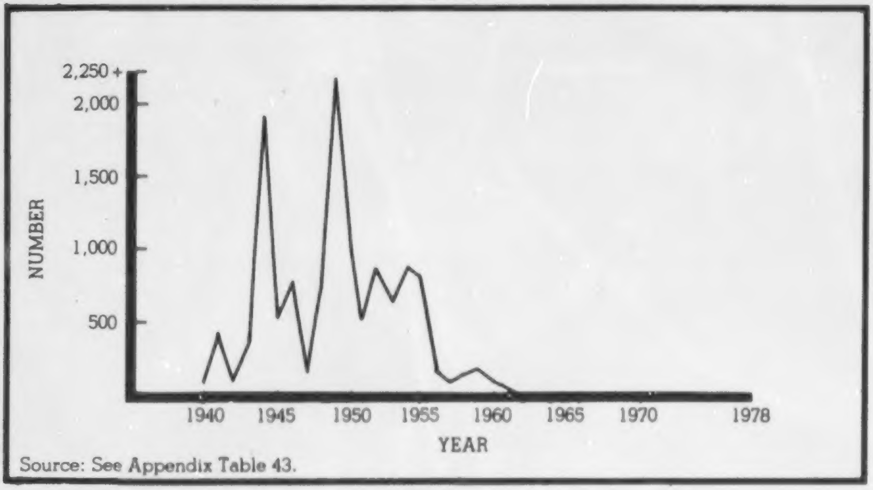
Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics*, 1970 and 1971.

Figure 1b. Trend in infant mortality, N.Y.C., 1936 to 1978



Source: See Appendix Table 42.

Figure 1c. Trend in reported cases of polio, N.Y.C., 1940 to 1978



Source: See Appendix Table 43.

Much of this improvement has been brought about through a combination of improved sanitation and hygiene, better nutrition, advances in medical technology (immunization, drugs, antibiotics), and higher quality obstetric and newborn care. Over the short term, access to health care for poor children has increased through publicly financed programs, notably Medicaid.

While there is much to applaud in our efforts and achievements on behalf of children's health, we nevertheless have not yet achieved our goals. Many children are still suffering from recognized and preventable health hazards. The effects on newborns of inadequate prenatal care, poor maternal nutrition, maternal drug and alcohol use, and smoking are in evidence each day in the city's maternity wards. Children are still being "poisoned" by lead-based paint, and many N.Y.C. children die each year, not from diseases, but from preventable accidents. Many of these problems are most prevalent among the poor. While progress has certainly been made in the provision of health services to this population, many poor N.Y.C. children are not covered by any form of health insurance or assistance, receive little or no dental care, and lack the kind of continuous, preventive medical care considered by many to be important to health status.

LIFE CHANCES: THE FIRST YEAR

Infant mortality

In 1978 the infant mortality rate in New York City was 17.1 per 1,000 live births, the *lowest* infant mortality rate recorded in New York City's history. Yet the first year of life remains one of the most hazardous periods in the life cycle. "Not until an American male approaches his 60th birthday and his female counterpart nears 65 will the risk of dying within a year again match the risk in the first year of life."[2]

While there has been an increase in the life chances of children of all racial and ethnic groups (Figure 2, Appendix Table 44), the first year still presents greater risks for certain groups of children than for others. Infant mortality rates for blacks have consistently been higher both in the city and in the nation as a whole[3] than those for other babies.

In comparison with U.S. rates, N.Y.C. infant mortality rates were consistently lower for the period 1936-60,[4] reflecting the pioneering work of the N.Y.C. Health Department. Since 1960 the infant death rate in New York City has remained slightly higher than the national rate, reflecting in part the different ethnic composition of the city in comparison with the United States as a whole. In

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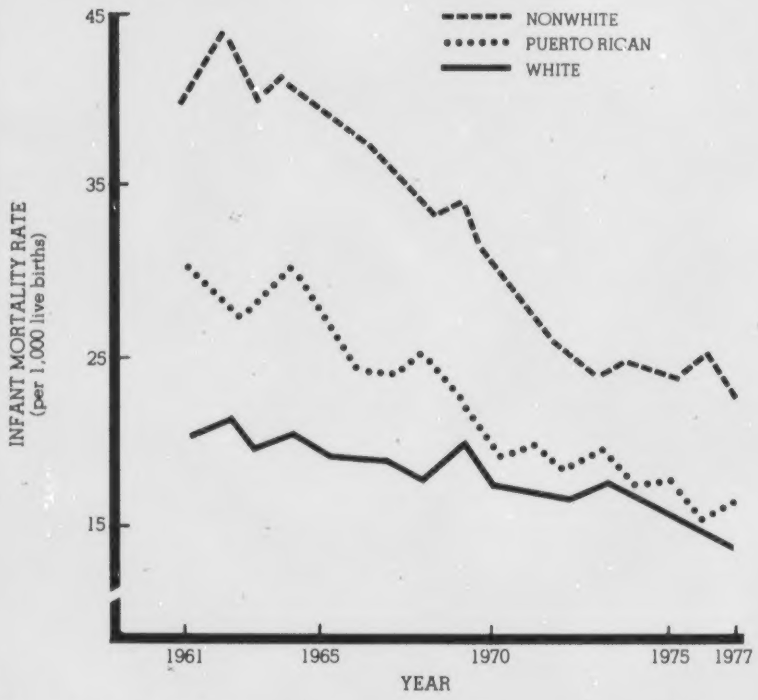
[2] Leon F. Bouvier and Jean van der Tak, *Infant Mortality—Progress and Problems*, Population Reference Bureau Bulletin, vol. 31, no. 1, Washington, D.C., 1979, p. 3.

[3] In 1976, for example, the U.S. infant mortality rate for blacks was 25.5 in comparison with 13.3 for whites. U.S. Dept. of Health, Education and Welfare, Public Health Service, *Health: United States 1978*, DHEW Publication No. (PHS) 78-1232, 1978, Table 25.

[4] Trude W. Lash and Heidi Sigal, *State of the Child: New York City*, New York, Foundation for Child Development, Appendix Table 20.

Figure 2. Trend in infant mortality, by ethnicity, N.Y.C., 1961 to 1977



Source: See Appendix Table 44.

1977, for example, rates were 17.8 and 14.0 for New York City and the United States, respectively.[5]

In 1977 nonwhite[6] babies in New York City died at a rate of 22.9 per 1,000 live births. In the same year, the Puerto Rican[7] rate was 16.7 and the rate for white infants was 14.5 (Colorplate I, Appendix Table 44). If the mortality rate for nonwhite infants had been as low as that for white infants, 344 of the 939 nonwhite infants who died that year would have lived. Nevertheless, these 1977 rates indicate long-term improvement for all groups and a narrowing in the gaps between them.

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[5] N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics 1977*, Table 14; Mary Grace Kovar, "Children and Youth: Health Status and Use of Health Services," in *Health: United States 1978*, p. 50.

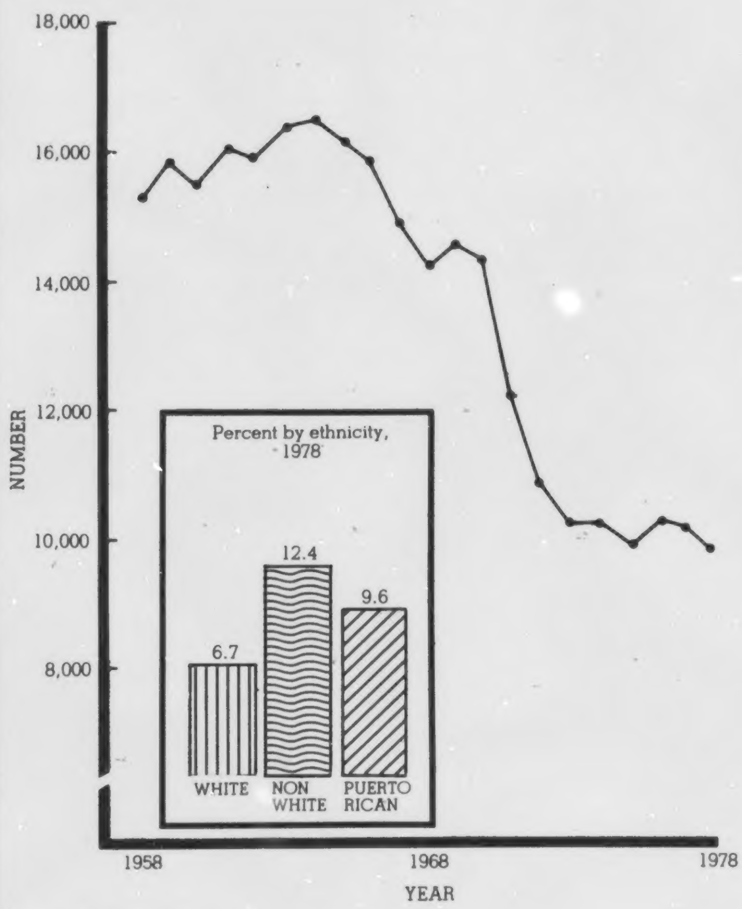
[6] The racial/ethnic categories used are mutually exclusive and correspond to those employed by the N.Y.C. Dept. of Health.

[7] It is important to note that only those births to mothers born in Puerto Rico are counted as Puerto Rican births. Births to second generation Puerto Rican women are included in other groups, primarily in the white category.

Low birth weight

Low birth weight is the strongest single correlate of infant death. An analysis of N.Y.C. birth and death certificates for 1977 shows that the infant mortality rate for newborns weighing less than 2501 grams (5.5 lbs.) was 104.6 deaths per 1,000 live births, as compared with 6.3 for heavier infants—more than 16 times greater.[8] For those who survive into later life, babies born at low birth weights, especially those born at the lowest weights, are more likely to show retarded

Figure 3. Trend in low-weight births, N.Y.C., 1958 to 1978, and percent by ethnicity, 1978



Source: See Appendix Table 45.

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[8] Within the broad category "low birth weight," risk decreases as birth weight approaches 2500 grams. The 1977 mortality rate for infants born at less than 1001 grams was 756.8 per 1,000 live births in comparison with 25.2 for infants weighing 2001-2500 grams at birth. (*Summary of Vital Statistics 1977*, Table 16.)

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physical and mental development and to experience a variety of disabilities.

The ratio of low-weight births to total births has remained fairly stable over the past two decades, fluctuating from 9.1% in 1958, to 10.0% in 1968, to 9.2% in 1978 (Appendix Table 45). However, given the declining size of the newborn population in recent years,[9] there has been an actual decline in the number of low-weight babies born (Figure 3, Appendix Table 45). In 1978, for example, 9,767 low-weight babies were born, compared with 15,329 in 1958.

But, as with infant mortality, the percentage of low-birth-weight babies born each year in New York City has been consistently higher in recent years than the percentage for the United States as a whole.[10] In 1976, for example, the N.Y.C. low birth weight ratio was 9.3% in comparison with 7.3% for the United States.[11] Once again, the different ethnic composition of the city in comparison with the country is a factor; the incidence of low birth weight is correlated with ethnic group (Figure 3). In 1978 the low-weight percentages for N.Y.C. white, non-white, and Puerto Rican births were 6.7%, 12.4%, and 9.6%, respectively.[12]

Factors associated with infant mortality and low birth weight

The survival or nonsurvival of a newborn and the subsequent course of his early development are influenced by a complex set of biological and social factors. These include certain medical risks, such as the presence of maternal disease, history of spontaneous miscarriage, poor nutritional status, and cigarette smoking and other substance abuse, and social factors related to the age, educational, marital, and economic situation of the mother. These and other medical and social risk factors are often interrelated, and the specific influence of any one factor is often hard to determine.

Although data for New York City on the number of births associated with many of these factors are lacking, the considerable ethnic differences in rates of infant mortality and low birth weight have already been noted. These differences are most striking in relation to blacks. Clearly, the higher rates are associated with the higher incidence among blacks of identified social-risk factors such as teenage pregnancy, out-of-wedlock birth status, low income, and poor living conditions. Streuning *et al.* have observed:

> ...ethnic membership in this country is so intimately related to income level, availability of jobs and housing, general levels of health, availability and use of medical facilities and levels of nutrition that it is nearly impossible to separate racial and ethnic effects from the effects of these variables. If these and other relevant variables were rigorously controlled, it is not clear whether ethnic or racial differences *per se* would account for significant differences in low birth weight and infant mortality.[13]

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[9] See Chapter 1, pp. 33-36 for a description of birth trends.

[10] Lash and Sigal, *State of the Child*, Appendix Table 21

[11] *Summary of Vital Statistics 1976*, Table 14; *Health: United States 1978*, Table 71

[12] Frieda Nelson and Jean Pakter, N.Y.C. Dept. of Health: personal communication.

[13] Elmer L. Streuning *et al.*, "Family, Ethnic, and Economic Indicators of Low Birth Weight and Infant Mortality: A Social Area Analysis," *Annual of the New York Academy of Sciences*, June 1973.

In 1978 one out of every three births in New York City was paid for by Medicaid; a total of 36,000 babies were born to poor mothers. In predominantly black areas of the city, however, the Medicaid percentage is considerably higher, reaching two out of every three births in places such as Central Harlem, Morrisania, and Bushwick.[14]

Age of mother — Infant mortality and low birth weight are highest among babies born to teenage mothers, and births to teenage mothers have represented a greater proportion of total births in recent years.[15]

The following data for 1977 illustrate the general pattern of this relationship. The infant mortality rate for babies born to mothers under age 20 was 23.4 per 1,000 live births,[16] as compared with 15.2 for mothers 20-29, 13.7 for mothers 30-39, and 17.4 for mothers 40 and over.[17] During the same year, the incidence of low birth weight was 13.0% for babies born to teenage mothers, as compared with 8.5% of those born to older women.[18] Serious complications of pregnancy, such as toxemia and prolonged labor, are more common among teenagers than older women. While some of these difficulties may result from poor diet or lack of prenatal care,[19] others are related to the physical immaturity of adolescent women.[20] [21]

Out-of-wedlock births — Out-of-wedlock birth ratios have been increasing steadily, from 8.4% in 1960 to 33.7% in 1978. The 1977 ratios for white, non-white, and Puerto Rican births were 14.6%, 53.3% and 48.4%, respectively.[22] In 1977 the infant mortality rate for children born out of wedlock was 23.8 per 1,000 live births, compared with 12.2 for in-wedlock births—a ratio of almost two to one.[23]

A higher percentage of out-of-wedlock births as compared with in-wedlock births are to teenage mothers. Whereas 31.4% of all out-of-wedlock births in 1977 were to women under age 20, teenage births accounted for only 5.5% of all births to married women. As stated earlier, teenage births are associated with higher infant mortality. Yet, this higher representation of births to young women among out-of-wedlock births is not sufficient to account for the relationship between infant mortality and out-of-wedlock status. Among births to women 20 years of age and older, the infant death rate for those born out of wedlock was more than twice as high as among those born in wedlock (23.9 vs. 11.6).[24]

Out-of-wedlock births are often associated with less adequate prenatal care, nutrition, and general living standards—factors that have been identified as correlates or predictors of infant mortality.

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[14] N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis.

[15] See Chapter 2, pp. 47-49 for a description of births trends and other factors related to teenage pregnancy.

[16] Among the teenage population, the youngest group is at the highest risk. The 1977 infant mortality rates for children born to women under 15, 15-17, and 18-19 years of age were 34.8, 25.1, and 21.9, respectively.

[17] Frieda Nelson and Jean Pakter, N.Y.C. Dept. of Health: personal communication.

[18] *Summary of Vital Statistics 1977*, Table 17.

[19] See p. 72.

[20] Wendy H. Baldwin, *Adolescent Pregnancy and Childbearing—Growing Concerns for Americans*, Population Reference Bureau Bulletin, vol. 31, no. 2, Washington, D.C., 1977.

[21] The findings of a recent study conducted in Copenhagen suggest that lack of adequate care, rather than biological considerations related to the mother's age, is primarily responsible for the risks associated with teenage childbearing. (Marie Rebenkoff, "Study Shows Teen Years are Easiest for Childbirth," *The New York Times*, April 24, 1979.)

[22] See Chapter 2, p. 47 and Appendix Tables 29 and 30.

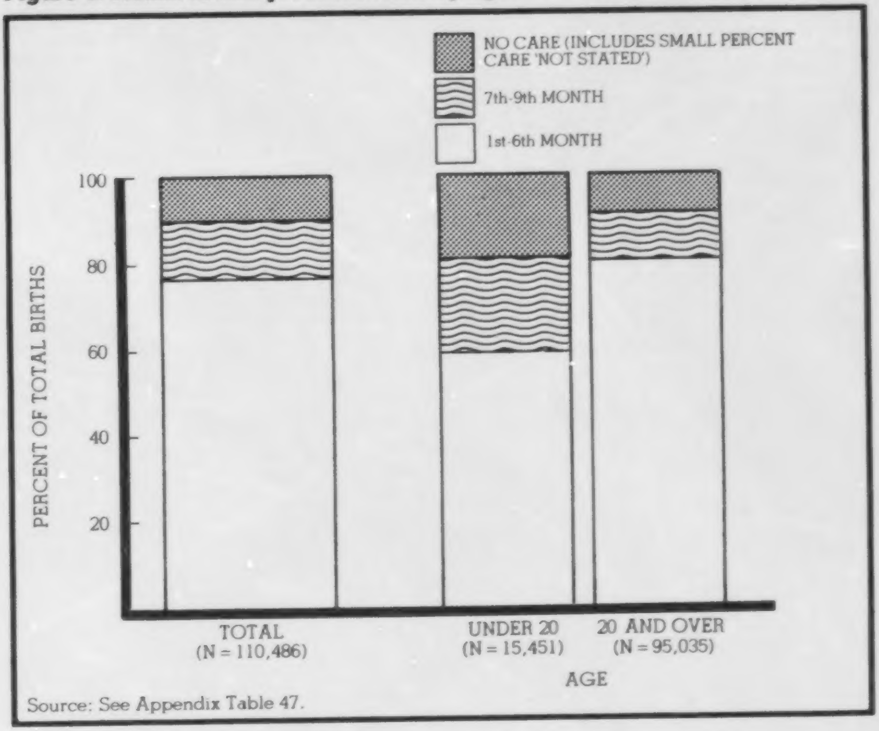
[23] Frieda Nelson and Jean Pakter, N.Y.C. Dept. of Health: personal communication.

[24] *Ibid.*

Prenatal care — Often, pregnancy risks can be identified early, and preventive or ameliorative action can be undertaken. This is only possible if the mother obtains adequate prenatal care. As was shown earlier, the 1977 low-birth-weight percentage for New York City was 9.2%. However, for those births to women who received no prenatal care it was 18.7%. Similarly, the mortality rate in that year was twice as high for babies born to mothers receiving no prenatal care as compared to mothers receiving some care, even if late.[25] Studies have shown that the need to obtain prenatal care is particularly critical for women at multiple social or medical risk.[26] [27]

Overall, the percentage of N.Y.C. women who began receiving prenatal care during the first six months of their pregnancy has increased—from 70.8% in

Figure 4. Month of first prenatal visit, by age of mother, N.Y.C., 1977



Source: See Appendix Table 47.

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[25] *Ibid.*

[26] Gabriel Stickle and Paul Ma, "Social and Medical Correlates of Pregnancy Outcome," *American Journal of Obstetrics and Gynecology*, January 15, 1977.

[27] The Maternity, Infant Care-Family Planning Projects/Medical Health and Research Association of New York City, Inc. (MIC-FP) is a publicly funded program whose objective is to provide continuing health supervision and comprehensive prenatal care primarily to women at high socio-economic and medical risk. These services are provided in ambulatory care facilities with close affiliation to several major teaching hospitals. Over the 15 years of the project's existence, the effectiveness of early and comprehensive prenatal care has been demonstrated by the improved pregnancy outcome among women served. In 1978, with 7,687 live births to MIC-FP patients, the infant mortality rate was 12.3, compared with 17.1 for New York City as a whole. (Margaret Grossi, N.Y.C. Dept. of Health: personal communication.)

1970 to 77.2% in 1977 (Appendix Table 46). However, this still leaves more than one in five N.Y.C. expectant mothers without adequate prenatal care. In 1977 12.6% did not make their first visit for care until between the seventh and ninth month of pregnancy (considered "late"), and 9.5% received no known prenatal care at all (Figure 4, Appendix Table 46).

In 1977 pregnant teenagers in New York City were twice as likely not to have obtained any prenatal care than older women and almost twice as likely to have begun care after their seventh month. The younger the teenage mother, the less likely she is to obtain care (Colorplate J, Appendix Table 47). The percentage of women obtaining prenatal care increases with age, declining again slightly with women 35 and over.

Narcotic-addicted births — Babies born to mothers addicted to heroin or methadone may themselves be addicted and face serious withdrawal symptoms at birth. In 1977 babies born to addicted mothers evidenced approximately three times the rate of low birth weight and infant mortality in comparison to total N.Y.C. rates.[28] While the total reported number of births to addicted mothers is relatively small—935 or less then 1% of all 1977 births in New York City[29]—there is indication that official figures underestimate the true magnitude of the problem since underreporting on birth certificates is said to be extensive.[30]

CHILDHOOD MORTALITY, ILLNESS, AND INJURY

Why some children die

Death rates among children 1 year of age and over are considerably lower than rates during infancy and have remained fairly constant since the 1950s.[31] In 1978 657 children in the 1-14 age group died in New York City, representing a death rate of less than 1 per 1,000 children (Table 1).

Table 1 – Deaths in the 1-14 year age group, by chief causes, N.Y.C., 1978

	Number	*Percent*
Total	657	100.0%
Accidents	149	22.7
Malignant neoplasms	111	16.9
Congenital anomalies	88	13.4
Homicides	67	10.2
Diseases of the nervous system & sense organs	40	6.1
Influenza & pneumonia	32	4.9
Infective & parasitic diseases	28	4.3
Heart disease	12	1.8
Diseases of the blood & blood-forming organs	9	1.4
Diseases of the digestive system	8	1.2
Endocrine, nutritional, & metabolic diseases	8	1.2
All other causes	105	16.0

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics 1978,* Table 5.

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[28] Frieda Nelson and Jean Pakter, N.Y.C. Dept. of Health: personal communication.

[29] *Ibid*

[30] Jean Pakter and Frieda Nelson, "Factors in the Unprecedented Decline in Infant Mortality in N.Y.C.," *Bulletin of the New York Academy of Medicine*, July-August 1974.

[31] *Summary of Vital Statistics 1978*, Table 7.

As in recent years, accidents, cancer, and congenital malformations represented the chief causes of death of children in this age group, accounting for more than half of all deaths. Homicide, now ranked as the fourth leading cause, accounted for more than one child death in ten.[32] In 1978 three N.Y.C. children 5-14 years of age committed suicide.[33]

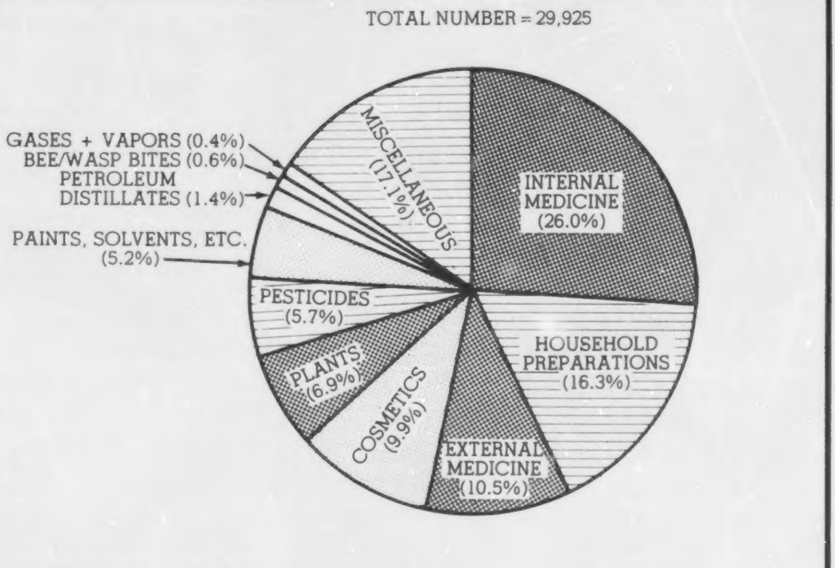
Accidents are at once the major and the most preventable cause of child death. In 1978 a total of 163 N.Y.C. children under the age of 15 died as a result of an accident (Appendix Table 48). The nature and location of these accidents vary with the age of the children. Children under 5 are much more likely to die from accidents in the home (66.2%), while the great majority of accidental deaths among older children (ages 5-14) occurred outside the home (80.2%). More than 40% of deaths in the 5-14 age category resulted when children were struck by cars and other motor vehicles.

While data on non-fatal accidents involving children are not available, it is likely that the number resulting in bodily injury, disability, and pain is significant. Increased attention must be paid to the physical safety of children if the toll of child death in New York City is to be significantly reduced.

Poisonings

While few children die as the result of poisoning (Appendix Table 48), many thousands of child-poisoning cases are reported in New York City each year. In 1978, for example, 29,925 cases of child poisoning were reported (Appendix Table 49).[34] The incidence of poisoning is considerably higher among the

Figure 5. Reported poisonings of children under 15, by poisoning agent, N.Y.C., 1978



Source: See Appendix Table 49.

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[32] See Chapter 6, p. 139 for further discussion of child homicides in New York City.

[33] *Summary of Vital Statistics 1978*, Table 11.

[34] This figure does not include lead poisoning cases. See p. 75.

youngest children, with children under 5 accounting for 86% of all cases reported for children under 15.

At all ages, internal medicines, such as aspirin, antihistamines, and barbituates, were the leading poisoning agents (Figure 5, Appendix Table 49). Other agents accounting for substantial proportions of the poisoning cases were household preparations (bleach, detergents, and furniture polish, for example) and medicines intended for external use (liniments, rubbing alcohol, and mercurochrome, among others).

Lead poisoning — Depending on the level of contamination, lead poisoning can have effects ranging from impaired ability to concentrate, to paralysis and severe brain damage.[35] The total number of "cases"[36] of lead poisoning in N.Y.C. children declined over the period 1970 to 1974 (Appendix Table 50). While a significant increase in cases occurred in 1975, this increase can be attributed to the change that year in the definition of the level of lead in the blood that constitutes a case of lead poisoning.[37] The number of cases declined from 1,559 in 1975 to 652 in 1977, and then rose to 802 in 1978.[38] However, it is important to note that 15,000 more children were screened in 1978 as compared to 1977 (Appendix Table 50).

Lead poisoning often is the result of the consumption of leaded dust and paint chips, common in deteriorated housing. The geographic distribution of lead-poisoning cases for the years 1970-78 indicates that the highest incidence of cases occurred in Brooklyn, accounting for almost two-thirds of the total of 10,242 N.Y.C. cases over the nine-year period (Appendix Table 51). The Bedford, Brownsville, Bushwick, and Fort Greene areas accounted for more than 80% of the cases in Brooklyn—more than half of all cases citywide.

Because young children tend to put non-food substances in their mouths, they are most likely to incur lead poisoning. These children also are more vulnerable because of their developing central nervous systems. For these reasons, 1- to 3-year-olds are the focus of screening efforts.

The N.Y.C. Health Department's Bureau of Lead Poisoning Control has the task of coordinating and monitoring the follow-up of all children with elevated blood lead levels. Follow-up depends upon the severity of lead elevation and ranges from periodic blood tests and health education to hospitalization and treatment. The bureau also visits the homes of the children to investigate sources of lead available to the child and to mandate or make repairs where necessary.

No matter how adequate the follow-up and treatment of cases, hundreds of N.Y.C. children each year are the innocent victims of a known and correctable environmental hazard. Discussions are underway among health and housing officials to develop a long overdue plan by which future cases of lead poisoning can be prevented through the monitoring and renovation of city housing.

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[35] Harold M. Schmeck, Jr., "Lower Lead Contamination Tied to Child Brain Damage," *The New York Times*, March 28, 1979.

[36] A case definition is made for purposes of environmental investigation and does not necessarily denote a "clinically" poisoned child. The clinical determination of lead poisoning is based on further diagnostic evaluation.

[37] Prior to January 1, 1975, a "case" of lead poisoning was defined as a blood lead level of 55ug/100ml. or greater. Since that time a "case" has been defined as a blood lead level of 40ug/ 100ml. or greater. (Bureau of Lead Poisoning Control, N.Y.C. Dept. of Health.)

[38] An analysis of 1978 cases by lead level indicates that 463, or 58%, of the 802 cases reported during that year had lead levels of between 40 and 54ug. Thus, if the definition of lead poisoning had remained constant, the 1978 incidence of cases would compare favorably with earlier years. (Lead Poisoning Control Program, N.Y.C. Dept. of Health, *Annual Report 1978*, Table IV.)

Childhood diseases and immunization

As noted at the beginning of this chapter, the trends in the incidence of childhood disease show great improvement over the last several decades. In 1978 chicken pox was the most common childhood disease reported, accounting for over 40% of cases of communicable diseases among children under 15 (Appendix Table 52). While many childhood diseases, such as polio, diphtheria, measles, mumps, and rubella, are preventable through immunization and no longer pose a significant health problem, there has been concern expressed about decreasing vigilance in this area. A recent national survey of families, which focused on attitudes toward health and health care, found that 12% of all parents—and almost one out of every four minority parents—believed that "most children's diseases have been conquered and there's no need to immunize against them."[39] It was also found that a considerable number of parents (28%), especially minority-group family members (44%), feel that it is the responsibility of the government and/or the schools, rather than the parents, to immunize children.

Immunizations are required by N.Y. State law, beginning from the time a child is a few months old. However, unless the child is enrolled in a preventive health-care or day-care program during the preschool years, such a requirement is difficult to enforce until the child reaches school age.[40]

As described further in the next section of this chapter, N.Y.C. preschool children receive health care from a variety of providers including private physicians, hospitals, and Health Department and other clinics. Some, such as the child health stations of the N.Y.C. Department of Health, offer preventive health care including immunizations. During the period July 1977 through June 1978, 242,401 immunization doses of all types were administered at the city's 57 child health stations.[41] For other preschoolers, however, the main source of medical care is the hospital emergency room, which by definition provides acute care rather than preventive services such as immunization.

Enrollment in day care represents an opportunity during the preschool years for immunization requirements to be enforced. A 1979 survey of the health records of children in N.Y.C. publicly funded day-care centers revealed that 80.7% of the enrolled children had been adequately immunized on admission to day care. At the time the survey was taken, 89.5% of the children enrolled had received the necessary immunizations.[42]

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[39] Yankelovich, Skelly & White, Inc., *The General Mills American Family Report 1978-79: Family Health in an Era of Stress*, 1979, p. 116.

[40] Studies have been conducted by the N.Y.C. Dept. of Health in an effort to determine the immunization status of the infant population. One such survey of 12- to 15-month-olds born in 1977, estimated that 76% were fully and 23% partially immunized against diphtheria/pertussis/tetanus and polio, and that 60% were immunized against measles. These estimates were, however, based on reponses to a mailed questionnaire. Even with extensive phone and other follow-up efforts, 25% of the study sample was not locatable. This rate of nonresponse raises the possibility that the immunization status of N.Y.C. infants may be less favorable than indicated. (Leo Habel, N.Y.C. Dept. of Health: personal communication.)

[41] N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis.

In recent years, increased educational efforts have been made to make parents aware of the necessity for immunizations for preschoolers and, through the "No Shots-No School" program, to alert them that immunizations are required for school entry. School principals also were informed by the chancellor of their obligation under N.Y. State Public Health Law not to admit unimmunized children. When evidence of unsatisfactory immunization status is provided along with parental consent, Health Department personnel are able to administer the necessary immunizations to school entrants. During the 1977-78 school year, more than 110,000 immunizations of all types were administered to N.Y.C. school children.[43] While this service has traditionally been performed in the school-health program, as of fall 1978 unimmunized school entrants were referred to Department of Health immunization clinics.[44]

The latest survey of all new public and nonpublic school entrants was conducted by the N.Y.C. Department of Health Immunization Program for the 1978-79 school year. It found that only 76.0% of the 112,273 entrants were adequately immunized;[45] 15.5% were not adequately immunized; 4.7% were "provisional" (in process); and no immunization records were available for 4.1%.[46] An earlier analysis of immunization status by school-entry grade had shown that children entering school in upper grades were most likely to be inadequately immunized.[47] It is probable that many of these children immigrated from places outside New York City or the United States, where less attention is paid to preventive health care.

THE IMPACT OF ILLNESS AND THE USE OF HEALTH SERVICES

What is the impact of illness and injury on the day-to-day life of children? Do children have adequate access to health-care services? Answers to these questions are necessary for a complete picture of the health of N.Y.C. children. One way of obtaining this information is to conduct household interviews with children's parents and to ask them to report on recent episodes of illness and injuries and on doctor and dental visits. This information is, in fact, collected on a continuing basis in the national Health Interview Survey.[48]

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[42] These findings represent significant improvement over the results of a similar survey conducted in 1976. The earlier study indicated a lower percentage of day-care entrants as adequately immunized for age (73.1%), and the percentage of day-care enrollees for whom immunizations were up to date at the time of the 1976 survey was only 59.7%. This improvement in the health supervision of day-care children is the result of a policy implemented by the N.Y.C. Health Dept. in 1977. As part of the review for licensing of day-care centers, the policy calls for formal evaluation of the health records of children enrolled, with re-licensing dependent on the successful outcome of such evaluation. Margaret Grossi, N.Y.C. Dept. of Health: personal communication.

[43] N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis.

[44] School health services, which traditionally also included admissions examinations, follow-up screenings, and referrals, have been drastically reduced as the result of the fiscal crisis. See Michael E. Clark *et al.*, *Publicly Supported Preventive and Primary Care During the New York City Fiscal Crisis: 1974-1977*, New York, Health Policy Advisory Center, 1979; and Citizens' Committee for Children of New York, Inc., *The City and Its Children: A View of How New York Serves Its Children in 1979, the International Year of the Child*, New York, June 1979.

[45] In this survey, "adequate" immunization included protection against polio, diphtheria/pertussis/tetanus, measles, rubella, and mumps.

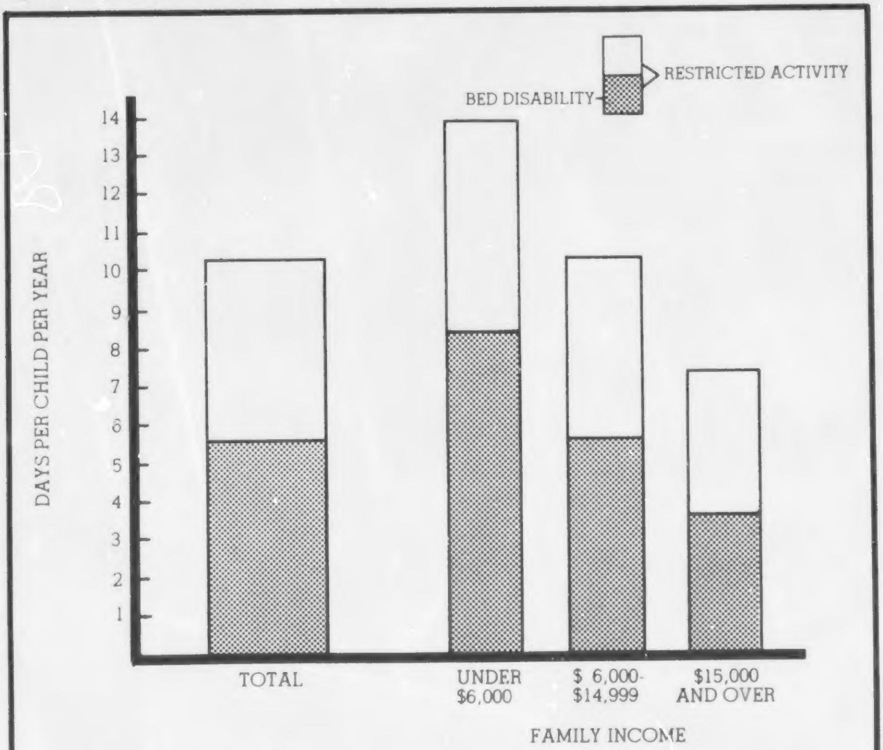
[46] Burton J. Lincoln, N.Y.C. Dept. of Health: personal communication.

[47] Analysis done in 1975-76. *Ibid.*

[48] Conducted by the National Center for Health Statistics, U.S. Dept. of Health, Education, and Welfare.

The survey is designed to provide national and regional health statistics, and data from the survey are not routinely reported for cities. The survey sample includes a sufficient number of households in New York City, however, to make it possible to obtain reliable information on the health of N.Y.C. children, if data for more than one year are combined.[49] The following analyses of child-health characteristics in New York City are based on special tabulations prepared by the National Center for Health Statistics at the request of the Foundation for Child Development.

Figure 6. Days of restricted activity and bed disability for children under 17, by family income, N.Y.C., 1976-77



Source: See Appendix Table 54.

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[49] All statements of comparison are significant at a 68% level of confidence (plus or minus one standard error). Estimates with a relative standard error (the standard error divided by the estimate itself) of 30% or greater are less reliable than other estimates and are marked with an asterisk. (See Appendix p. 234) For the most part, presentation of the survey data does not include any breakdown by racial or ethnic categories. There has been some discussion that underreporting on several of the content areas covered by the survey may be occurring among blacks and other minority groups. For this reason, it is important to note that the data reported in this chapter may, in fact, *underestimate* the true extent of child health problems in New York City. In addition, N.Y.C./U.S. comparisons may be misleading in view of the larger minority group representation within the N.Y.C. population.

Short-term disability

Short-term disability is a temporary restriction of normal activity that may be caused by injury or by an acute or chronic illness such as influenza and other upper-respiratory conditions, chicken pox, allergies, and asthma. It is measured by days when the child cut down on usual activities, stayed home from school,[50] or stayed in bed. Children under 17 in New York City had an average of 10.2 days of restricted activity per year during 1976-77 (Appendix Table 53). Of these, 5.6 were days in which the child had to stay in bed. These rates were comparable to those for the United States as a whole, which were 11.0 restricted-activity days and 5.1 bed-disability days per child per year.[51] The average number of days of short-term disability for N.Y.C. children has not changed significantly in recent years.

As is the pattern nationally,[52] younger children have a greater number of bed-disability days, reflecting their greater susceptibility to childhood diseases, colds, and other respiratory infections (Appendix Table 54). Over half of the more than 4.2 million acute conditions reported for N.Y.C. children under 17 in 1976-77 were respiratory conditions.

More striking differences, however, are associated with the economic circumstances of the child's family. N.Y.C. children in families with incomes under $6,000 had more than double the number of bed-disability days (8.4 vs. 3.6) than children in families with incomes of $15,000 and over (Figure 6, Appendix Table 54). The same pattern of differences in reported disability by income appears in national statistics.[53]

Inpatient care

National data indicate that children use far less inpatient medical care than do adults.[54] While 10.6% of the total U.S. population experienced one or more hospital stays during 1976, the percentage for children under 17 was 5.5%.[55] Average length of stay was 7.9 days for the total population vs. 5.4 days for those under 17.[56] The short-stay hospitalization rate for N.Y.C. children during 1976-77 appeared to be quite similar to the national rate. Overall, 5.4% of N.Y.C. children under 17 had had at least one inpatient episode during the past year. Children in families with incomes of less than $6,000 were more likely to have been hospitalized than those in families with incomes of $15,000 or more (8.0% vs. 3.5%).

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[50] N.Y.C. children 6-16 averaged 5.3 school-loss days due to illness or injury during 1976-77. See Chapter 4, pp. 105-106 for discussion of school absence rates.

[51] *Health: United States 1978*, Table 60.

[52] U.S. Dept. of Health, Education, and Welfare, Public Health Service, National Center for Health Statistics, *Current Estimates from the Health Interview Survey: United States, 1976*, DHEW Publication No. (PHS) 78-1547, 1977. Table 6.

[53] *Health: United States 1978*, Table 60.

[54] Kovar, "Children and Youth: Health Status and Use of Health Services," *Health: United States 1978*, p. 59.

[55] *Current Estimates from the Health Interview Survey*, Table 16.

[56] *Ibid.*, Table 15.

Ambulatory care

Children under age 17 in New York City had more than seven million physician "visits"[57] annually during 1976-77. This represents an average of 3.7 physician visits per child per year. In fact, however, these visits were not so evenly distributed—about 19% had not had any physician visits within a year. N.Y.C. children averaged 1.6 dental visits per year, but nearly half had not seen a dentist within a year (Table 2). These findings are almost identical to those from 1969-70, indicating that no progress has been made since that time. The average annual number of doctor and dental visits per child and the level of coverage are comparable for New York City and the nation.

Table 2 – *Doctor and dental visits for persons under 17, N.Y.C. 1976-77 vs. N.Y.C. 1969-70 and U.S. 1976-77*

	Doctor				Dental			
	# of visits per person per year		% persons with 1 or more visits within year		# of visits per person per year		% persons with 1 or more visits within year	
N.Y.C.		S.E.		S.E.		S.E.		S.E.
Total, 1976-77	3.7	0.3	81.2%	9.9	1.6	0.2	51.1%	7.8
Under 6	5.2	0.7	91.4	18.4	0.3*	0.2	17.1*	7.7
6-11	3.2	0.5	80.4	16.5	2.3	0.4	72.0	15.5
12-16	2.5	0.5	71.2	16.7	2.1	0.4	63.1	15.6
Total, 1969-70	3.7	0.3	80.0%	9.4	1.6	0.2	51.9%	7.5
U.S. Total, 1976	4.0		74.2%		1.5		50.1%	

*Relative standard error is greater than 30%; data are unreliable due to small number of reporters.

Source: National Center for Health Statistics, Health Interview Survey, special tabulations prepared at the request of the Foundation for Child Development;
Trude W. Lash and Heidi Sigal, *State of the Child: New York City*, New York, Foundation for Child Development, 1976, Appendix Table 31;
U.S. Dept. of Health, Education, and Welfare, Public Health Service, *Current Estimates from the Health Interview Survey: United States 1976*, DHEW Publication No. (PHS) 78-1547, 1977, Tables 18, 20, and 21.

Dental visits — While N.Y.C. children under 6 averaged more doctor visits per person per year than older children, for dental care the relationship was reversed. Of course, since regular dental screening is not as vital during the early years,[58] statistics for the under-6 age group are misleading. For children 6-16 years of age, the average number of dental visits per person per year was 2.2 (Appendix Table 55), and the percent with one or more visits within a year was 67.9%. When analyzed for children in this age group only, the following relationship between family income and dental care is observed. Children from families with incomes of less than $15,000 had fewer dental visits per year than children living in families with higher incomes (1.9 vs. 3.2, respectively).[59]

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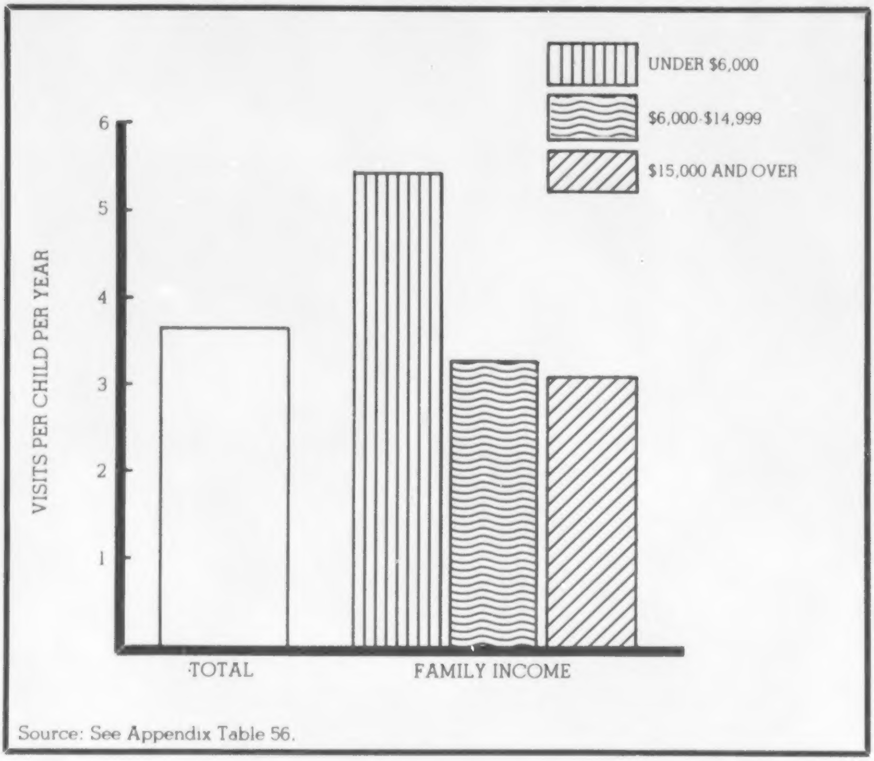
[57] The term "visit" is used in this chapter to encompass all types of child/physician contacts occurring in a variety of health-care settings, as well as telephone consultations.

[58] Dental-care screening is recommended by the American Academy of Pediatrics to begin at ages 3-4. (Children's Defense Fund, *EPSDT: Does It Spell Health Care for Poor Children?* Washington, D.C., June 1977, Table 8.)

Doctor visits — National trend data show that in the past children from low-income families received considerably less ambulatory medical care than did children from higher income families.[60] This difference has been greatly reduced in the United States in recent years with the advent of Medicaid (1965) and other programs aimed at increasing access to care for lower-income children. In New York City, children from families with incomes below $6,000 are currently as likely to have had at least one doctor visit[61] in a year as children from higher-in-

Figure 7. Average number of doctor visits for children under 17, by family income, N.Y.C., 1976-77



Source: See Appendix Table 56.

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[59] Between 1974 and 1978 child dental services provided by the Dept. of Health have been significantly cut. "The number of dental clinics in health centers declined 33 percent, from twenty-seven to eighteen, and dental clinics in schools dropped the same percent, from 164 to 105, from 1974 to 1978, while staff hours declined over 45 percent in these clinics." (Clark *et al.*, *Publicly Supported Preventive and Primary Care*, p. 9).

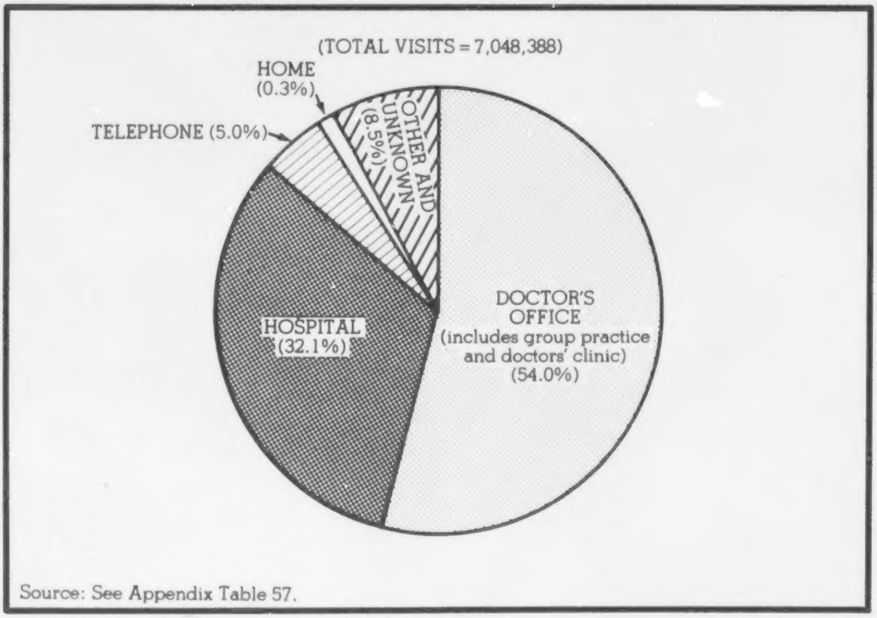
[60] U.S. Dept. of Health, Education, and Welfare, Health Resources Administration, *Health: United States 1975*, DHEW Publication No. (HRA) 76-1232, 1976, pp. 408-409.

[61] As discussed on p. 83, almost half of all physician visits of children living in low-income families occurred in hospital settings. The possibility exists that medical personnel other than physicians were identified as "physicians" by the survey respondents.

come families: 84.9% for the under-$6,000 group vs. 84.0% for $15,000 and over (Appendix Table 56). Low-income children in New York City have a higher average number of visits per year: 5.4 for under $6,000 vs. 3.3 and 3.2 for $6,000-$14,999 and $15,000 and over, respectively (Figure 7, Appendix Table 56), perhaps reflecting a greater susceptibility to illness and exposure to injury among the poor. This finding may also reflect readier use of free medical care, more fragmented care, and multiple visits encouraged by providers for Medicaid-reimbursement purposes.

Place of ambulatory care — N.Y.C. children receive their health care in a wide variety of settings including outpatient departments and emergency rooms of hospitals, shared health facilities, Neighborhood Health Centers, Health Department clinics, and the offices of physicians in private or group practice. These settings vary considerably in their approach to the provision of health services and in the cost, comprehensiveness, and continuity of care provided.

Figure 8. Place of doctor visits for children under 17, N.Y.C., 1976-77



Source: See Appendix Table 57.

Unfortunately, the categories by which data are collected in the national Health Interview Survey on place of physician contact are not sufficiently detailed to permit a full analysis of the types of care received by N.Y.C. children. It was found, for example, that, overall, more than half (54%) of all physician visits of N.Y.C. children under 17 during 1976-77 took place in a "doctor's office" (Figure 8, Appendix Table 57). Particularly in New York City, however, in addition to physicians in private and group practice, the category "doctor's office" is likely to encompass shared health facilities, commonly referred to as

"Medicaid Mills".[62] These facilities are characterized by fragmentation and duplication of visits and have largely replaced the limited number of general practitioners who at one time served the poor sections of the city. The percentage of all physician visits that occurred in "doctors' offices" ranged from 36.4% for children in families with incomes of under $6,000 to 74.9% for children in families with incomes of $15,000 and above (Colorplate K, Appendix Table 58). It is likely that visits in shared health facilities accounted for a major proportion of the visits for poor children, with the proportion in private practitioners' offices rising with income.

While more than half of all physician visits of N.Y.C. children during 1976-77 took place in "doctors' offices," the use of hospital clinics and emergency rooms for child health care has been increasing. Between 1969-70 and 1976-77, the percentage of all children's contacts with physicians occurring in hospitals rose from 23.6% to 32.1% (Appendix Table 57). The fragmented care received in the average N.Y.C. hospital clinic or emergency room cannot fulfill preventive functions or offer continuity of medical care. A different doctor every visit, a lack of time and attention to history-taking and follow-up, and difficulties associated with waiting and travel time are among the problems identified in hospital-based primary care.[63]

Children from poor families are more likely to receive their ambulatory care in hospital settings. About 47% of the physician contacts of children from families with incomes below $6,000 occurred in hospitals, compared with 31.5% ($6,000-$14,999) and 9.0% for children from families with incomes of $15,000 and over (Colorplate K, Appendix Table 58).

The great majority of children served in hospitals are of low or marginal income. Of the total of more than 2,200,000 ambulatory hospital visits made by N.Y.C. children under 17 in 1976-77, 55% were made by children in families with incomes under $6,000. Children in families with incomes between $6,000 and $14,999 accounted for an additional 36%. Only 6% of visits were made by children with family incomes of $15,000 and over.

The inverse relationship between income and hospital-based care is evident for both white and black racial groups in New York City (Appendix Table 59). However, it appears that for children of Spanish origin (included in both racial groups), greater financial security is not strongly associated with less hospital-based care. Spanish-origin children in families with incomes of $15,000 and over were only slightly less likely to obtain their medical care in hospital settings than were those in families with incomes of under $6,000: 36.9% vs. 46.4%, in comparison with 3.4% vs. 48.2% among children of other backgrounds (Figure 9, Appendix Table 59). This finding may reflect the fact that hospitals are more likely than other health-care settings to have Spanish-speaking staff.

Children of Spanish origin made more then 1,100,000 visits in 1976-77, one-half of all the child hospital visits in that period. While Spanish-origin children in families with incomes of $15,000 and over were more likely than other children of this income level to use hospital-based care, the number of these children is

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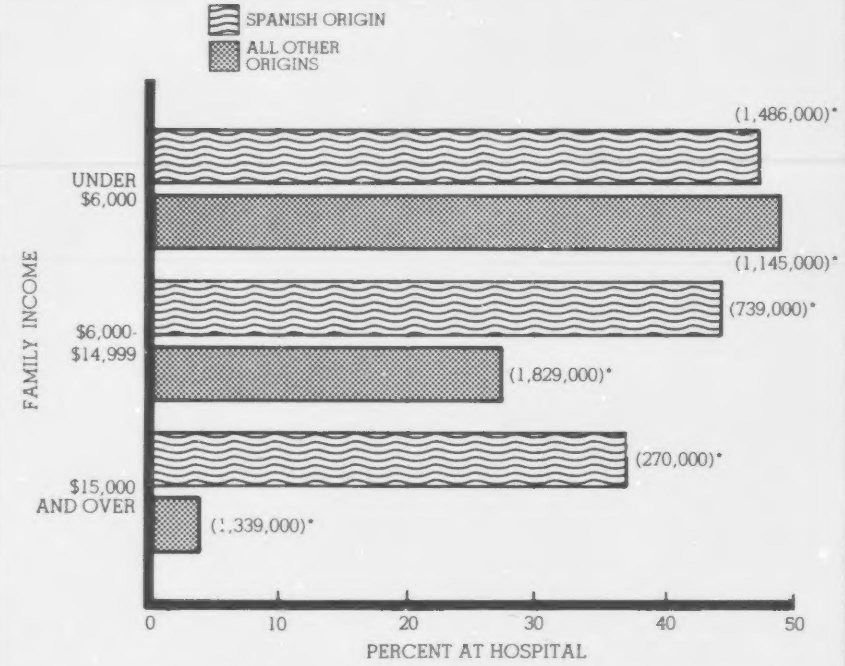
[62] Clark *et al.*, *Publicly Supported Preventive and Primary Care*, pp. 49-50.

[63] *Ibid.*, Chapter 3.

Figure 9. Percent of doctor visits at hospital for children under 17, by family income and Spanish origin, N.Y.C., 1976-77



Source: See Appendix Table 59.

*Total number of visits in all settings

relatively small compared with the number of low-income Spanish-origin children. As shown in Chapter 2, 37.7% of Spanish-origin children were poor. Approximately 700,000 ambulatory hospital visits were made by Spanish-origin children with family incomes of less than $6,000.

N.Y.C. children in families with incomes of less than $6,000 were more likely to obtain their ambulatory health care in "other" settings than were children from families with higher incomes (Appendix Table 58). These settings include schools and the child health stations run by the N.Y.C. Department of Health.[64]

There are other associations between income level and the pattern of ambulatory care for N.Y.C. children, including the degree to which telephone calls are used for advice when a parent is unsure about whether the child needs to see a doctor. Usually, this type of consultation is only provided by private physicians. In New York City, the percentages of child health consultations that took place by telephone were 8.6% for children in families with incomes of $15,000 and over vs. 4.4% and 3.1% for children in families with incomes of under $6,000 and $6,000-$14,999, respectively (Appendix Table 58).

Home visits for child health care have virtually disappeared in New York City. While in 1969-70, 6.9% of physician visits took place in the child's own home, this percentage had declined to less than 1% (0.3%) by 1976-77 (Appendix Table 57). Further, the Health Interview Survey sample did not include a single instance in which children from families with incomes of less than $15,000 were seen by a physican in the child's own home (Appendix Table 58).

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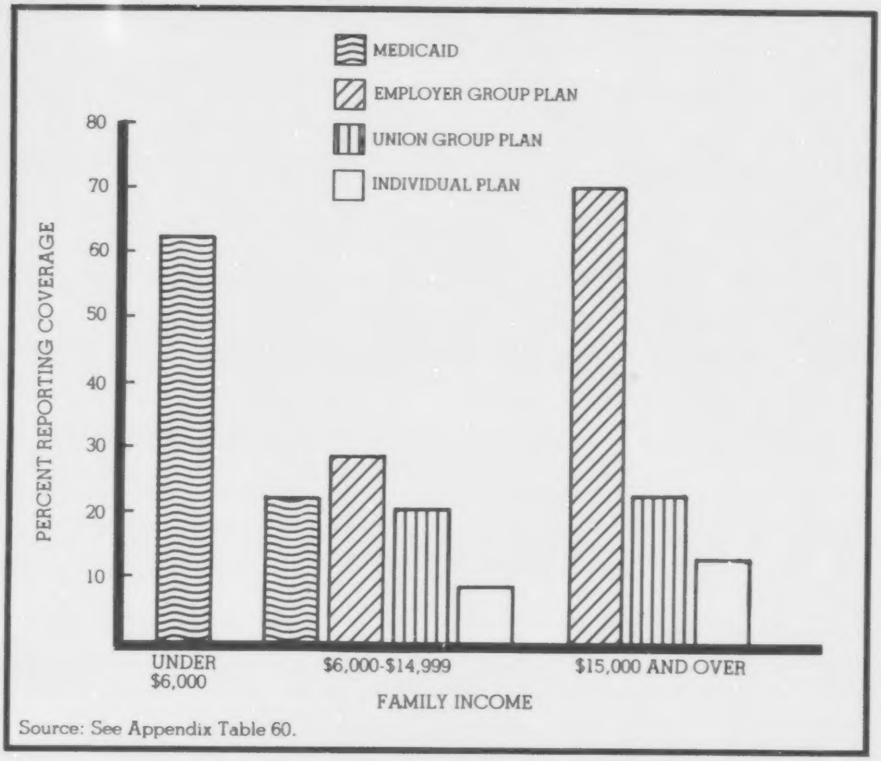
[64] See pp.87-88.

Health insurance and assistance[65]

According to the 1976 Survey of Income and Education, 83% of N.Y.C. children under 18 years of age were covered by one or more types of health insurance or assistance plans; 319,000 N.Y.C. children under 18 were not covered by any type of plan (Appendix Table 60). Coverage and type of health plan were strongly associated with family income. The percentages of under-18-year-olds *not* covered by any plan were 28.2% for those from families with incomes of less than $6,000 and 20.2% for $6,000-$14,999, in comparison with only 5.6% for those from families with incomes of $15,000 and above (Colorplate L, Appendix Table 60).

Figure 10. Major types of health assistance and insurance coverage for children under 18, by family income, N.Y.C., 1976



Source: See Appendix Table 60.

Medicaid was the dominant source of health-care financing among those with incomes of less than $6,000, cited by 62.6% of this group (Figure 10, Appendix Table 60). Among those under 18 years old in families with incomes in the $6,000-$14,999 range, employer and union group plans and Medicaid were the types of health-care financing reported most frequently. Included in this income range are the "near poor," those ineligible for Medicaid but not covered by private plans either.[66] Children living in families with incomes of $15,000 and above were most likely to be covered by their parents' employer group plan. This type of coverage was reported for 70.5% of this group. (Union group and individual plans were also frequently reported by this group.)

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[65] Data in this section are from Foundation for Child Development analysis of 1976 Survey of Income and Education. All statements of comparison are significant at a 95% level of confidence. For a description of the N.Y.C. sample and the reliability of the estimates see Appendix pp. 233-234.

Medicaid — Medicaid is the major public program financing health care for low-income children. According to the Survey of Income and Education (1976), Medicaid coverage was reported for one in four N.Y.C. children under 18. During the one-year period June 1978 through May 1979, Medicaid payments for the inpatient hospital care of welfare-eligible children totaled $99 million; payments for outpatient hospital care totaled $58 million. Payments in selected other major categories of health-care providers are shown in Table 3. While the categories listed are not all-inclusive, together they amount to more than $200 million in Medicaid payments during the year. A comparison of payments in relation to number of claims illustrates the high cost of inpatient care. As noted earlier (page 83), children from low-income families are more likely to be hospitalized than other children.

Table 3 – *Medicaid claims and payments for welfare-eligible children, by selected service providers, N.Y.C., June 1, 1978-May 31, 1979*

Service provider	*Number of claims*	*Number of dollars*
Inpatient hospital	109,859	$99,397,092
Outpatient hospital	1,916,452	57,697,545
Physicians	2,362,742	20,502,609
Diagnostic & treatment center	655,128	19,223,568
Pharmacy	2,354,429	11,487,447

Note: Welfare-eligible children includes AFDC and Home Relief. Data for other categories of service providers were not available for the full 12-month period and are not shown. For example, data for the 8-month period October 1978-May 1979 total $6,414,426 in Medicaid payments to dentists.

Source: N.Y. State Dept. of Social Services, Division of Medical Assistance.

The Medicaid program and other public and private health plans are often criticized for providing economic incentives that misdirect the practices of health-care providers away from prevention and toward treatment by specialists and inpatient care:

> ...because of the way funding formulas are devised, they encourage the provision of specialty services and reward hospital-based treatment rather than prevention of illness. For example, as anyone who has submitted an insurance claim recently knows, it is much easier to be reimbursed for hospital care than for out-patient services. Moreover, Medicaid reimbursement schedules make it more profitable for hospitals to expand specialty clinics than to maintain preventive and primary care facilities; and they discourage private physicians from staying in general practice and/or serving Medicaid patients.[67]

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[66] Considerable numbers of noninsured low-income individuals receive free care in municipal hospitals and health department clinics.

[67] Citizens' Committee for Children, *The City and Its Children*, p. 9.

CHAP — Not shown in Table 3 are N.Y.C. expenditures under the Child Health Assurance Program (CHAP), which was mandated by the federal government as a program of Early Periodic Screening, Diagnosis, and Treatment (EPSDT) for all Medicaid-eligible children as part of the 1967 amendments to Title XIX of the Social Security Act.[68] Its goal is to identify correctable conditions in children at an early stage and make referrals for necessary treatment. Through a greater emphasis on early primary care, it was hoped that future health-care expenditures for the poor could be controlled.

There has been considerable criticism of this program both nationally and in New York City. Implementation has been slow and uneven and often has failed to provide necessary follow-up and treatment after problems have been identified during screening.[69] At the national level, legislation to replace EPSDT with a Child Health Assurance Program, which would expand program eligibility to children and pregnant women not now covered and stress full medical care rather than just screening,[70] has been stalled in Congress for more than two years.

In New York City, nevertheless, the program has served to identify many child health problems. The Department of Health is the main provider of screening services under the CHAP program. For example, of the 16,197 CHAP exams performed during December 1978 and January 1979,[71] 15,126 were given in the city's child health stations.[72] Approximately 11,000 abnormal conditions were identified, including 1,146 vision problems, 832 hearing problems, 776 skin problems, and 581 dental problems. In slightly less than half of these cases, the children were referred for diagnosis/treatment. Other identified problems may not have required treatment, may be already under care, or may receive on-site treatment at the place of screening. More than 2,000 abnormal health conditions were treated on site during the two-month period. The greatest number of these were nose/throat/mouth problems.

In addition to participation in the CHAP program, the child health stations comprise the largest network of neighborhood-based, preventive-health-care facilities for the city's low-income children. Services include newborn care; well-child evaluation; immunizations; parent education; and a nutrition program for women, infants, and children.[73] From July 1977-June 1978, 25,696 infants and 83,292 preschool children were registered in the child-health-station program.[74] There is no fee for any of the services provided. Slightly more than one-third

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[68] In September 1974 the EPSDT program in N.Y. State was renamed the Child Health Assurance Program.

[69] See: Lash and Sigal, *State of the Child*, Citizens' Committee for Children of New York, Inc., *Early and Periodic Screening, Diagnosis and Treatment of Children in New York City: The Best Kept Secret in Town*, August 1976, Children's Defense Fund, *EPSDT*.

[70] *Children's Defense Fund Reports*, vol. 2, no. 1, Washington, D.C., March 1980, p. 6.

[71] As of the date requested (July 1979), complete data on CHAP were available for only this two-month period.

[72] N.Y. State Dept. of Social Services, Division of Medical Assistance, unpublished data.

[73] The Special Supplemental Food Program for Women, Infants and Children (known as WIC) is a national food and nutrition program. In New York, there are approximately 42 WIC programs, the largest of which is run by the N.Y.C. Dept. of Health. Pregnant women, nursing mothers, infants and children under age 5 may qualify for WIC benefits if they meet the N.Y. State nutritional need criteria, and have incomes falling below 195% of the poverty level. Inadequate funding, however, limited the N.Y.C. number served as of August 1979 to 14,209 women, 22,746 infants, and 34,367 children. (Vincent J. Cannavo, Office of Public Health, N.Y. State Dept. of Health: personal communication.)

[74] N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis.

(36.5%) of children registered are Medicaid-eligible; however, there is considerable variation from station to station.[75] Currently,[76] there are 59 child health stations in New York City. While the majority of the stations provide preventive care only, 20 are also pediatric treatment centers that provide medical care for sick children as well.

COMMENTARY

The health status of N.Y.C. children has improved, but there is little cause for complacency. The unmet needs are still great, particularly among the poor. We know how to prevent many of today's child health problems. Further progress in child health status awaits a firmer commitment to the application of this knowledge. Access to more comprehensive medical and dental services is an essential but not totally sufficient response.

Decisions about whether children obtain medical care are almost always made by their parents. Studies have shown that, with family income controlled, the mother's educational level is an important determinant of whether or not a child receives preventive medical and dental care.[77] Many N.Y.C. parents need information and guidance in making and implementing these decisions and in teaching their children good health practices.

Many determinants of child health lie outside the realm of traditional medical practice. If the health of N.Y.C. children is to improve, more attention must also be directed toward ensuring that they are eating adequately and learning good health habits, and that they live in decent housing and are protected from accidents in their home and on the streets.

As observed by Mary Grace Kovar:

> ...superb care in a hospital with every modern technological innovation will not guarantee superb health for the child who returns to a rat-infested home with no heat or water, who plays on city streets, or who is physically abused by parents who need help themselves. Nevertheless, the fact that wider problems exist and that medical care cannot solve all illness should not be used as an excuse for failing to provide adequate care. Since poor children have more health problems than their more affluent counterparts, there may also be an inherent responsibility to ensure that those poor children get good health care; they are more likely to need it.[78]

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[75] *Ibid.*

[76] The fiscal cutbacks of recent years have resulted in the closing of many child health stations. During the period July 1, 1974 to July 1, 1976, 20 of the original 78 child health stations and pediatric treatment clinics were closed. (Clark *et al., Publicly Supported Preventive and Primary Care*, p. 106.)

[77] Gilbert R. Ghez and Michael Grossman, "Preventive Care, Care for Children and National Health Insurance," National Bureau of Economic Research Working Paper No. 417, Cambridge, Mass., 1979.

[78] Kovar, "Children and Youth: Health Status and Use of Health Services," *Health: United States 1978*, p. 48.

HIGHLIGHTS

—The average life expectancy for a child born in New York City today is more than 25 years longer than at the turn of the century, reflecting a significant decline in infant death rates as well as generally improved health conditions of the city's children.

—Despite the improved chances of survival for infants of all ethnic groups, infant mortality rates and low-birth-weight ratios remain higher among black babies and higher for New York City than for the nation as a whole.

—Children born out of wedlock and those born to teenage mothers evidence much higher rates of infant mortality and low birth weight and represent an increasing proportion of all births in recent years.

—Almost one out of every ten N.Y.C. women who gave birth in 1977 had received no prenatal care; teenagers were more than twice as likely not to have received care than older women.

—Many of the most serious communicable diseases that killed and disabled children in the past have been brought under sufficient control so that they no longer pose a major child-health problem in the city.

—Hundreds of N.Y.C. children die each year—not from diseases but from injuries—both accidentally and intentionally inflicted.

—In 1978 30,000 cases of child poisoning were reported in New York City.

—Since 1970, more than 10,000 cases of lead poisoning have been identified in New York City—more than half of them occurred in the Bedford, Brownsville, Bushwick, and Fort Greene areas of Brooklyn.

—Poor children had more than double the number of bed-disability days than children with family incomes of $15,000 or more.

—One out of every five N.Y.C. children under 17 had not seen a doctor and one out of every three N.Y.C. children 6-16 years of age had not visited a dentist even once within the prior year.

—Children in families with incomes of $15,000 or higher averaged the greatest number of dental visits per year (3.2). The greatest number of medical visits (5.4), however, occurred among the poorest children—those with family incomes of less than $6,000.

—The use of hospital clinics and emergency rooms for child-health problems has been increasing in the city, rising from 23.6% of all child medical visits in 1969-70 to 32.1% in 1976-77. Hospitals are the primary source of care for children from low-income families and a major source of care for Hispanic children at all income levels.

—In 1976 319,000 children under 18 were reported as not covered by any type of health assistance or insurance plan. Coverage and type of plan were strongly associated with family income. Medicaid coverage, the dominant source of health-care financing among the poor, was reported for one in every four N.Y.C. children under 18.

4

CHILDREN IN SCHOOL

The New York public school system[1] is like no other. With just under one million children[2] and 990 schools, it had 400,000 more students than Los Angeles, the next in size.[3] In spite of the city's continuing financial crisis, it spends over $3,000 a year per child, or almost $3 billion for the 1980 fiscal year.[4] The budget provides for a staff of over 100,000 people, including more than 54,000 teachers.[5] Yet vast expenditures have not prevented the system from slipping into deep—and worsening--trouble. In analyzing the performance of the N.Y.C. school system, one has to keep in mind that the task of educating the city's children is tremendously difficult. As will be shown later in this chapter, the ethnic composition of the student body has been reversed over the past 15 years from largely white to largely minority students; more than half of all school children now come from poor families. Many of these families are unstable, as well. The number of high-cost, handicapped students has more than doubled during a time of budget cuts and inflated mandatory expenditures.[6]

None of these difficulties, however, diminishes the harm done to the very large numbers of children whom the schools fail to teach. This chapter presents the available data about the children and their schools.

CHARACTERISTICS OF SCHOOL CHILDREN

Fewer students

The public and nonpublic schools now serve almost a quarter of a million fewer children than they did a decade ago. Public school enrollment dropped below one million in 1978-79, a loss of 11.1% or 124,218 students since 1969-70 (Appendix Table 61). During the same period, nonpublic schools showed an even greater rate of student loss—23.3% or 97,857 students. While the greatest annual losses in public school enrollment have occurred in the last several years, nonpublic school enrollment declines have slowed to less than 1% annually.

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[1] Elementary and junior high school education is under the direction of the boards of 32 decentralized school districts. The High School Division and the Office of Special Education report directly to the central Board of Education.

[2] Enrollment in fall 1979 was estimated to be 963,900. (City of New York, *The Mayor's Management Report: Preliminary*, January 15, 1980.)

[3] National Center for Education Statistics, *Digest of Education Statistics 1979*, January 1979, Table 32.

[4] The total authorized budget for fiscal year 1980 was $2,922,825,636, of which $424,804,641 was for pensions and $200,938,893 for debt service. (City of New York, Office of Management and Budget, *Adopted Budget-Fiscal Year 1980: Expense Revenue Capital*.)

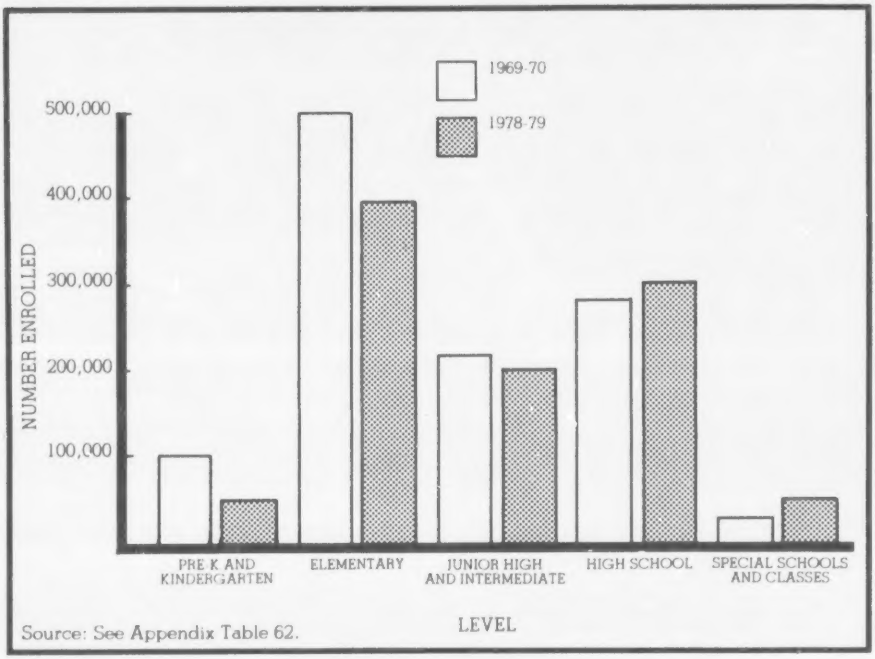
[5] Also included in fiscal year 1978 were 10,200 other pedagogical personnel, 6,900 administrative personnel, 10,100 classroom para-professionals, and 19,900 hourly employees. (City of New York, *The Mayor's Management Report: Supplement*, August 20, 1979). The exact number of staff and teachers at any one time is not known even by the School Chancellor. (Marcia Chambers, "Lack of Data on Personnel Delays School Budget Cuts," *The New York Times*, November 14, 1979.)

[6] See Chapter 7, p. 153 for a discussion of changes in the N.Y.C. school budget.

Out-migration has been a factor in the downward trend; however, the steep decline in the number of births is the main reason for the smaller school population.[7] Lower fertility rates have diminished the school-age population in most parts of the United States. The rate of enrollment loss of New York City's public schools has actually been smaller than that of many other large cities.[8] There are indications that in New York City the influx of foreign immigrants has helped to lessen the impact of fewer births and continued out-migration.

So far, the greatest impact of the decline in the school-age population has been on the earlier grades. In 1978-79 enrollment in prekindergarten and kindergarten programs was only half what it was in 1969-70. During the same nine-year period, elementary enrollment dropped by 20.8%, and junior high and intermediate school enrollment was down by 10.5% (Figure 1, Appendix Table 62). In contrast, high school enrollment (which peaked in 1976-77 at 15.6% above the 1969-70 level) was still 11.1% higher in 1978-79 than in

Figure 1. Students enrolled in public schools by level, N.Y.C., 1969-70 vs. 1978-79



Source: See Appendix Table 62.

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[7] See Chapter 1, pp. 33-38 for a discussion of the impact of fertility and migration on the N.Y.C. child population.

[8] Between the fall of 1973 and fall of 1977, enrollment in the N.Y.C. public schools dropped by about 6%. During the same period, Chicago and Philadelphia lost 8%, and Detroit 10%. San Francisco, Cleveland, Baltimore, Milwaukee, Boston, and St. Louis all lost more than 15%. (National Education Association Research, "School Systems with Enrollments Exceeding 50,000 (October 1973)," November 1974; *Digest of Education Statistics 1979*, Table 36).

1969-70.[9] In 1978-79 preprimary students made up only 5.1% of all public school students. Elementary students constituted 39.7%, junior high students 20.1%, and high school students 30.3% of the total. The remaining 4.7% were in special schools and classes, more than double the percentage nine years earlier.[10]

These overall developments give little indication of what has happened in individual school districts. The changes have been massive, altering the character of some neighborhoods. Four districts have gained students during the 1970s and face serious classroom overcrowding, while ten others have lost 30% or more of their enrollment, ending up with empty school buildings and difficult re-shuffling of students and staff.[11] As a result of the loss of students in some areas, plans were announced for the closing of 20 to 40 elementary schools.[12]

Ethnicity

Accompanying the overall enrollment decline has been a significant change in the ethnic composition of the student body. In the public schools, the number of white students decreased by a third from 39.8% of the student body in 1969-70 to 28.7% in 1978-79 (Figure 2, Appendix Table 63). Since the numbers of black and Hispanic[13] students declined by only a small number during the same period, their relative shares of the student population increased to 38.5% and 29.5%, respectively, making whites the smallest of the three major ethnic groups. The number of others, primarily Asians, increased by over 95%, and by 1978-79 they made up 3.3% of the public school population.

In contrast, nonpublic schools remained predominantly white, although here, too, changes have been taking place. Between 1969-70 and 1978-79, Hispanic children increased from 10.7% to 14.9% of the nonpublic school population, while the black representation almost doubled (from 7.3% to 14.2%), and Asians and others, while still small in number, more than tripled (from 0.7% to 2.5%). By 1978-79, 68.4% of the student body was white in comparison with 81.3% in 1969-70. Analysis of the nonpublic school ethnic enrollment by grade in 1978-79 shows that the trend away from white predominance can be expected to continue. While whites made up 81.1% of 12th grade, their percentage

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[9] The passing through of the last of the "baby boom" age group is responsible for this swollen high school population. Most children currently in high school were born in the years 1961 to 1964. During that four-year period, there were 667,170 births in New York City; in contrast, during the subsequent four-year period (1965 to 1968) there were 599,851 births, 67,000 fewer than in the previous four years. (See Appendix Table 6.)

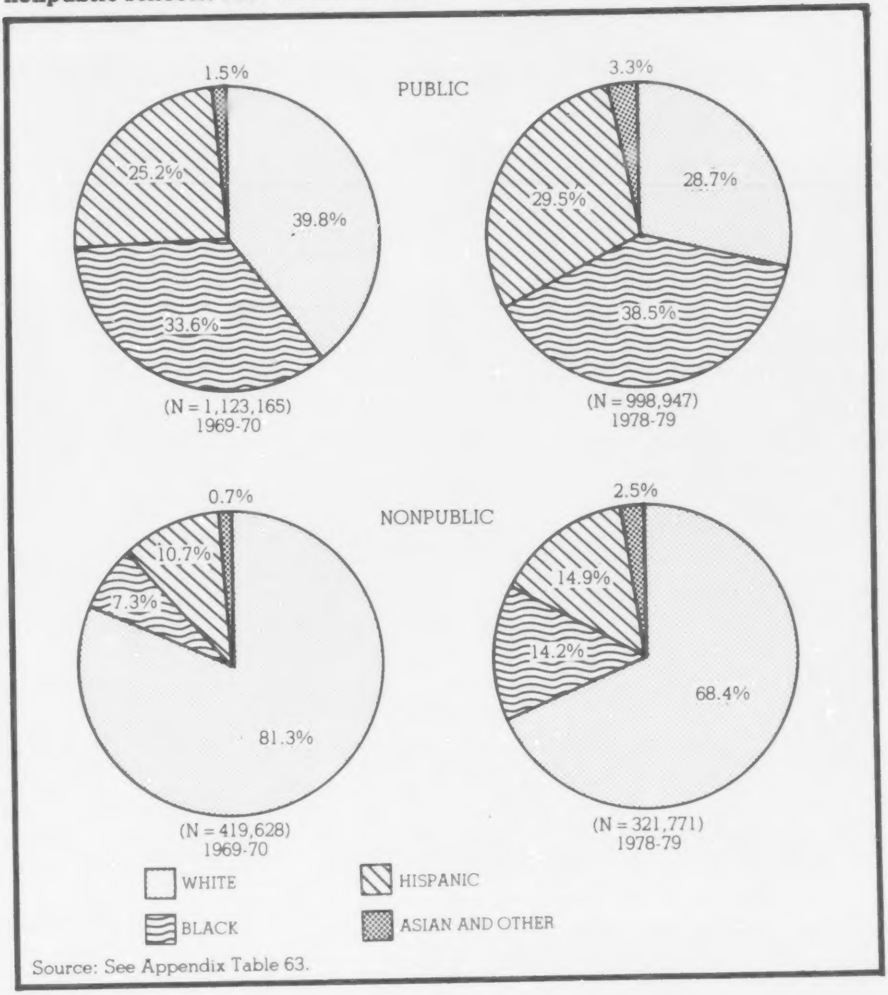
[10] See pp. 102-105 for a discussion of children enrolled in special schools and classes.

[11] See Appendix Table 19.

[12] Marcia Chambers, "Macchiarola Moves to Close 25 Schools," *The New York Times*, June 7, 1979; *Idem*, "$114 Million School Cuts Asked Requiring 3,000 Teacher Layoffs," *The New York Times*, January 10, 1980.

[13] Separate data on Puerto Ricans vs. other Hispanic students were not reported for 1978-79. However, in 1977-78 one out of five Hispanic students was not Puerto Rican. Between 1969-70 and 1977-78, the number of non-Puerto Rican Hispanics had increased by 77.2% (from 33,574 to 59,483), while the number of Puerto Ricans decreased by 1.7% (from 249,055 to 244,844). (Board of Education of the City of New York, Office of Educational Statistics, "Annual Pupil Ethnic Census," October 1969 and October 1977.)

Figure 2. Ethnicity of students enrolled in N.Y.C. public vs. nonpublic schools, 1969-70 vs. 1970-79



Source: See Appendix Table 63.

decreased steadily with grade to 70.1% in eighth grade, 65.2% in fifth grade, and 60.9% in the first grade.[14]

This does not, however, denote a change in white parents' willingness to send their children to the nonpublic, largely parochial, schools. The same percentage of white students in New York City, about 43%, have attended nonpublic schools over the last ten years (Figure 3, Appendix Table 64). Their shrinking share of nonpublic school enrollment is due to the smaller number of white school-age children in the city. At the same time, black students are now more likely to attend nonpublic schools. In 1978-79 more than one out of every ten black children attended nonpublic schools, up from 7.5% in 1969-70. But, as was the case for whites, the percent of all Hispanic children who attended nonpublic schools remained stable at 13% to 14%. Overall, the percentage of all N.Y.C. students attending nonpublic schools dropped steadily from 27.2% in 1969-70 to a recent low of 23.6% in 1976-77. Since then, the percentage has been increasing and reached 24.4% in 1978-79.

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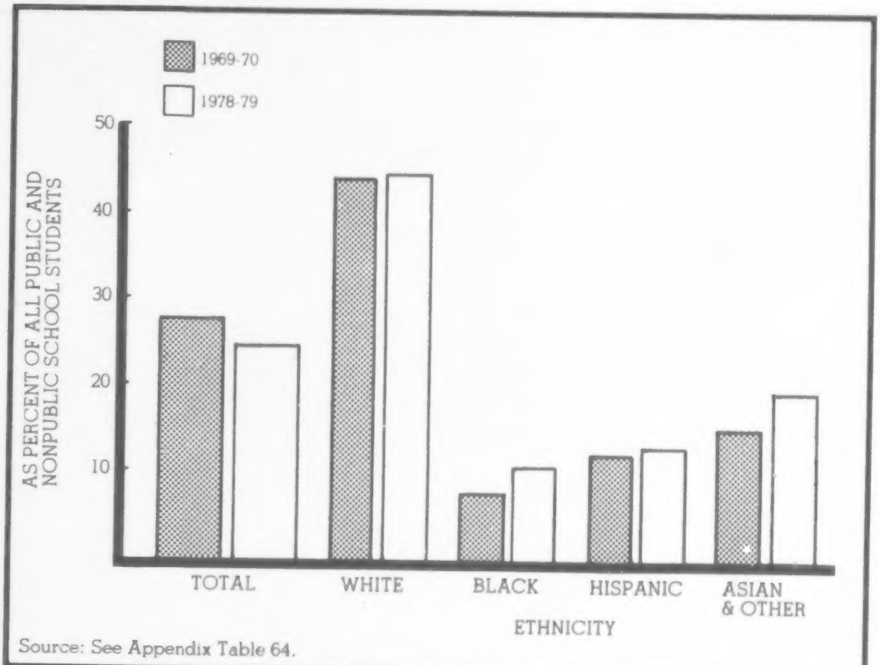
[14] N.Y. State Education Dept., Information Center on Education.

Figure 3. Nonpublic school students as percent of all students, by ethnicity, N.Y.C., 1969-70 vs. 1978-79



Source: See Appendix Table 64.

Many poor school children

There are no direct data on the economic status of families of public school children. However, low family income made more than half (56%) of all children in the N.Y.C. public schools (564,000) eligible to receive free meals in 1978-79[15,16] (Appendix Table 65). It was estimated that an additional 150,000 to 200,000 children were eligible for reduced price meals.[17] Over the last decade the number of students eligible for free meals has increased by over 250,000, and the percentage eligible has more than doubled. Although the number of students eligible for free meals has decreased slightly since 1974-75, the percent eligible has continued to increase from 52.7% in 1974-75 to 56.4% in 1978-79.

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[15] During the same year, only 12% of those in the nonpublic, Catholic parochial schools were eligible for free meals. (Board of Education of the City of New York, Office of School Food Services.)

[16] Eligibility for free and reduced-price meals is based on family size and income. In 1978-79 the maximum allowable income for a family of four to be eligible for free meals was $8,110; for reduced-price meals, $12,660. ("Income Poverty Guidelines Adopted for U.S. Child Nutrition Programs," *Day Care and Child Development Reports*, August 14, 1978.)

[17] Kathy Goldman, Community Service Society: personal communication.

Mobility

Continuity, an important aspect of good education, is not possible for large numbers of N.Y.C. students.[18] Thousands of children transfer from one school to another within the city, and thousands more enter New York City and its schools for the first time. In 1977-78 51,221 public school students left New York City, while 42,821 students moved in.[19] Among these incoming students were 6,862 from Puerto Rico, 5,221 from the West Indies, and 925 from Europe. In addition, 11,078 students, one out of four incoming students, were from some other non-European foreign country. The N.Y.C. public school system has been serving large numbers of immigrant children for much of its history. Nevertheless, the language and adjustment problems of the newcomers present extremely difficult problems for the school system.

There is a great deal of movement within the city itself. A number of students transfer between the public and nonpublic school systems.[20] In addition, in 1977-78 there were 99,864 transfers between schools of elementary and junior high school students who remained in the public school system (Appendix Table 66). Student moves between schools within the same district accounted for 37.7% of the total, but 62,192 students (62.3%) moved between districts. Moves between districts tended to be out of Manhattan (except Washington Heights), and out of the South Bronx and Northern Brooklyn. The mobility rate[21] varied among districts from a low of 11.0% in School District #31 (Staten Island) to a high of 35.5% in Bronx School District #9 (Concourse-Morrisania).

In the light of these profound changes in the composition of the student body and of the poverty and high mobility rate of many of the students, how good a job are the schools doing and how appropriate are the services they offer? Concerned New Yorkers, and especially parents of children in public schools, want to know how effective the schools' teaching, promotion, special education, and other policies are.

Achievement

One of the basic tasks of the schools is to teach children how to read. Yet in New York City and elsewhere children are leaving school without having acquired adequate competence in this basic skill. In New York City in 1976, 1,542 high school students were denied a diploma because they could not read at an eighth grade level.[22,23]

In March 1978 507,860 pupils in grades two through nine in N.Y.C. public elementary and junior high schools were tested in reading.[24] The results showed that 43.0% were reading at or above the established norm for their grade and 20.1% were reading up to one year below grade (Table 1, Colorplate M). Almost one-third were more than one year behind in their reading. Over 90,000 (17.9%) were reading one to two years below grade level, and 69,000 (13.5%) were reading two or more years below. An additional 28,000 (5.5%) did not speak English well enough to be tested. The worst performance was shown by seventh graders. Almost 43% were reading more than a year below grade level.

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[18] See Chapter 1, pp. 36-41 for a more complete discussion of public school migration and mobility data.

[19] See Appendix Table 15.

[20] In 1976-77 19,134 students transferred into public schools from nonpublic schools in New York City. Public school discharge data are not available for 1976-77; however, in the prior year 18,817 students left the public schools for nonpublic schools. (Board of Education of the City of New York, Bureau of Attendance.)

[21] Mobility rate is defined as the number of transfers between public schools divided by enrollment.

[22] Leonard Buder, "High Schools Test Reading," *The New York Times*, February 7, 1977.

[23] As of June 1979, a student who did not reach at least an eighth grade reading level but did meet all other diploma requirements was granted a certificate of attendance rather than a diploma. See footnote 80 on p. 114 for diploma requirements.

Table I – *Reading achievement levels, by grade, N.Y.C. public schools, March 1978*

		Achievement level				
		At or above grade	*Below grade*			
Grade	*Total**		*0-1 yr.*	*1-2 yrs.*	*2+ years*	*N.E.**
2	69,657	42.9%	30.0%	16.5%	2.4%	8.2%
3	66,719	40.4	24.3	23.4	5.7	6.2
4	66,627	44.2	26.1	19.6	5.2	4.9
5	67,170	47.7	19.3	19.3	9.1	4.6
6	68,536	41.0	15.8	17.0	21.5	4.7
7	67,949	38.5	13.7	19.3	23.4	5.1
8	70,799	43.9	16.2	11.9	23.1	4.9
9	30,403	48.4	10.6	15.6	20.7	4.7
Total	507,860	43.0%	20.1%	17.9%	13.5%	5.5%

*Non-English-speaking students (N.E.) are not tested but are included in the total.

Source: Board of Education of the City of New York, Office of Educational Evaluation, "Pupil Reading Achievement in New York City," December 1978.

There was great variation in reading performance among N.Y.C. school districts (Appendix Table 67). In Queens School District #26 (Bayside-Douglaston), for instance, almost three out of four children (73.8%) were reading at or above grade level, and only 3.4% were two or more years below grade. In contrast, in District #3 in Manhattan (Upper West Side) just over one out of four (27.6%) were reading at or above grade, and 35.7% were two or more years below grade level. The variation among individual schools was even greater.[25]

While the percentage of students reading at or above grade level does not show a clear trend by grade, the percent reading two or more years below grade increases dramatically in the later grades, from less than 10% in grades two to five to over 20% of those in grades six to nine (Table 1). In part, this trend can be explained by the fact that different kinds of reading skills are measured at different school levels. In the early grades, reading instruction focuses on teaching children to recognize words that they already know. In the later grades, however, reading becomes more difficult as students encounter words and ideas that are new to them. The continuing and deepening reading retardation obviously jeopardizes progress in all school subjects.

As measured by standardized tests, reading achievement scores in New York City deteriorated during the 1960s and then remained relatively stable during the early part of the 1970s.[26] In 1974 only one-third of the students tested read at or above grade level, and over 40% were more than one year below grade. Faced with this failure and with the mounting criticism of the appropriateness of standardized tests for measuring the achievement of minority students, the N.Y.C. school system engaged in a search for a fair, generally accepted, reading test.

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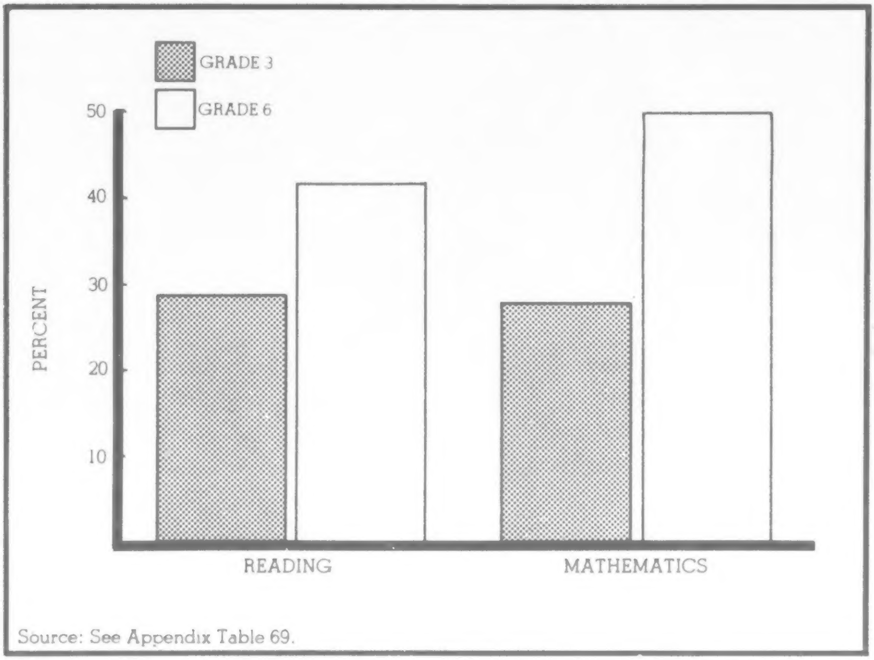
[24] The test is designed so that, on the average, 50% will score above and 50% below their grade norm.

[25] Board of Education of the City of New York, Office of Educational Evaluation, "Pupil Reading Achievement in New York City," December 1978.

In the five years since 1974, four different reading tests have been tried and discarded.[27] The reliabililty of the various tests is still debated, although there seems to be some evidence for the belief that earlier tests were "tougher." In any case, it is not possible to compare reading performance over these five years.

One indication of improvement, however, is presented by the N.Y. State Pupil Evaluation Program (PEP) tests (Appendix Table 68). The percentage of sixth graders scoring below minimum competency on the PEP reading tests has been declining since 1975-76 and in 1978-79 reached 44.5%, its lowest point in the decade. But the PEP tests also show that as students advance in grade, greater and greater numbers fall behind in both reading and mathematics. In the fall of 1978, 41.8% of the sixth graders scored below the level considered an indication

Figure 4. Students scoring below minimum competency in reading and mathematics, grade 3 vs. grade 6, N.Y.C. public schools, fall 1978



Source: See Appendix Table 69.

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[26] N.Y.C. Office of the Mayor, Bureau of the Budget, "State of the Schools Indicators," January 1975.

[27] The Metropolitan Achievement Test was used prior to 1974. In 1975 and 1976 the Stanford Achievement Test was substituted, followed by the Comprehensive Test of Basic Skills in 1977 and the California Achievement Test in 1978. The Metropolitan Achievement Test was used again in March 1979, but due to scoring irregularities a second test, the California Achievement Test, was administered in June 1979.

of minimum competence on the reading test compared to 28.2% of the third graders (Figure 4, Appendix Table 69). The deterioration of mathematics scores was even more serious: 49.4% of the sixth graders compared to 26.2% of the third graders scored below minimum competency.

The failure of the schools to teach basic skills to large numbers of children is not limited to New York City, though in view of the different tests being used, it is impossible to make valid comparisons with other cities. The fact remains, however, that New York City is not educating large numbers of its children.

THE SCHOOL EXPERIENCE

Promotions

In June 1979 over 40,000 public elementary and junior high school students were not promoted.[28] The percentage of students not promoted has increased from 5.1% in 1973 to 6.9% in 1979.[29] Promotion usually is an indication that the child has mastered the necessary skills at one level to proceed to more advanced subjects. But clearly, the percentage of students "held back" is much smaller than the large number of N.Y.C. students below grade level in achievement.

Until recently, the policy of the N.Y.C. public schools was to limit the number of times a student could be "held back" to once in elementary school and once in junior high school, regardless of how poorly the student was learning. The policy reflected a desire to avoid attaching a social stigma to a child who did not move on with his age peers. It was also a response to the overcrowding caused by the post World War II baby boom.[30] However, many of the students, promoted despite inadequate achievement, never did catch up to grade level.

In November 1979, a plan to abolish "social" promotions and to establish "promotional gates" at grades four and eight was proposed by School Chancellor Macchiarola.[31,32] According to the proposal, students in grades four and eight who score more than two years below grade level in mathematics will not be promoted to the next grade. Similarly, fourth graders who score more than one year below grade level in reading and eighth graders who score more than one-and-a-half years below grade level in reading will not be promoted. The same standards (in English) would apply to fourth- and eighth-grade students who had been enrolled in bilingual programs for at least four years. Students unable to meet the performance standards are to be held back and placed in remediation classes until they are able to achieve the required performance levels.

If these proposed standards had been applied to the March 1978 reading scores, approximately one-fourth of all fourth and eighth graders, nearly 40,000 students, would not have been promoted to the next grade based on reading scores alone. This compares to fewer than 7% of fourth and eighth graders, about 10,000 students, not promoted in June 1979.[33]

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[28] *Mayor's Management Report*, August 1979.

[29] Board of Education of the City of New York, Office of Educational Statistics; *Mayor's Management Report*, August 1979.

[30] Sally Reed, "Automatic Promotion: Is It a Failure?," *The New York Times*, April 30, 1978.

[31] Peggy Brown, "Chancellor Details Strict Standards," *Newsday*, November 8, 1979.

[32] These standards, now being amended as a result of public hearings, are scheduled to take effect in 1980-81.

A program of smaller "transitional" classes was instituted in 1978-79 for children held back in grades one, two, and three. From the beginning, fewer than half of the eligible children were served by the program. Shortages of funds meant that for 1979-80 the already inadequate program was further curtailed. The number of transitional classes was cut from 489 to 365, the number of students served was reduced from 8,093 to 6,550, and the average class size increased from 16.6 to 17.9.[34]

Teachers and classroom conditions

The number of authorized teaching positions in the N.Y.C. public schools peaked in 1974-75 at 61,144 (Appendix Table 70). When the city's fiscal crisis led to school budget cuts, the Board of Education reduced the number of authorized positions to 45,763 by 1977-78, thereby increasing the pupil/teacher ratio from 18:1 to almost 23:1.[35] By 1979-80, however, the number of authorized positions had increased to 50,560, and the pupil/teacher ratio dropped to 19:1.

Average class size, however, is much greater than the pupil/teacher ratio indicates. In 1976-77 average class size in the N.Y.C. public schools began to increase (Appendix Table 71). In no grade except kindergarten was the average number of students per class less than 30. Additional funds were allocated in 1978-79 for a reduction of average class size, especially in the first three grades. However, by 1979-80, due to continuing and increasing budget pressure, average class size had crept back up to around 30 while some teachers had classes of 40 or more. It is anticipated that by 1980-81 average class size will reach the contract maximum of 32.[36]

As the younger, more recently hired, less experienced teachers were squeezed out of the system as the first victims of the fiscal crisis and the lower enrollment, the characteristics of teachers in the N.Y.C. public schools changed significantly. The number of teachers aged 33 or older increased from 53.4% in 1973-74 to 70.7% in 1978-79 (Figure 5A, Appendix Table 72). During the same period, teachers with permanent teaching certificates increased from 62.7% to 85.1%. Teachers with 11 or more years of education experience increased from 37.8% to 61.4%, and teachers with at least a master's degree increased from 51.4% to 72.4%. Thus, the majority of teachers were much older, more experienced, and more skilled. They were also apt to be of a different ethnic background than the majority of their students.

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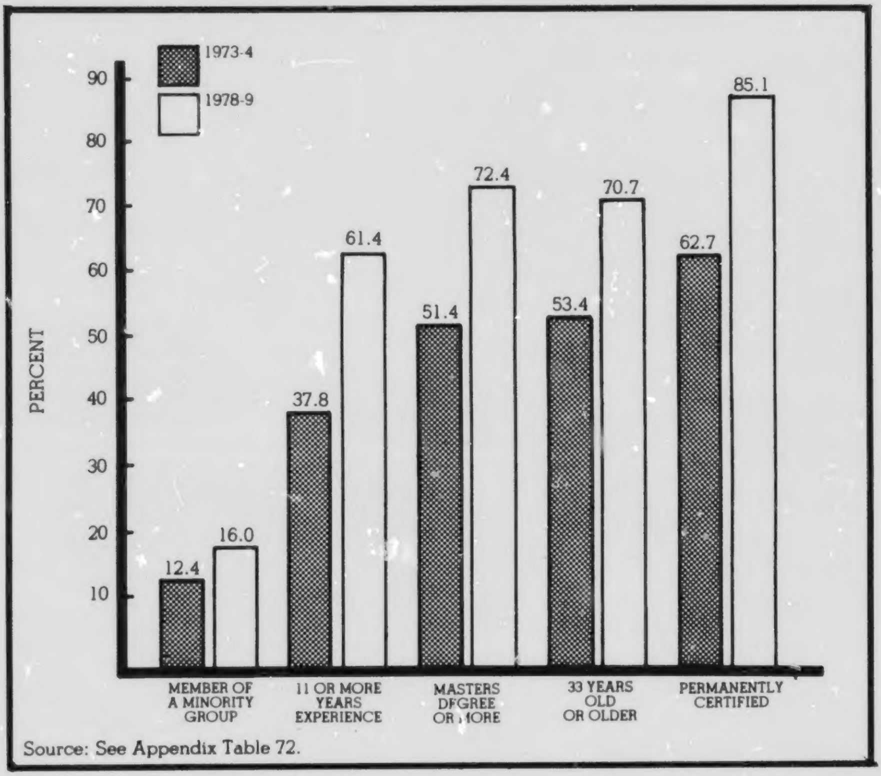
[33] *Mayor's Management Report*, January 1980.

[34] *Ibid.*

[35] The number of teachers actually on the payroll in October 1977 was 48,078, resulting in a pupil/teacher ratio of 21.6:1.

[36] Frank Macchiarola, Chancellor of the N.Y.C. public schools on *Newsmakers*, WCBS-TV, February 3, 1980.

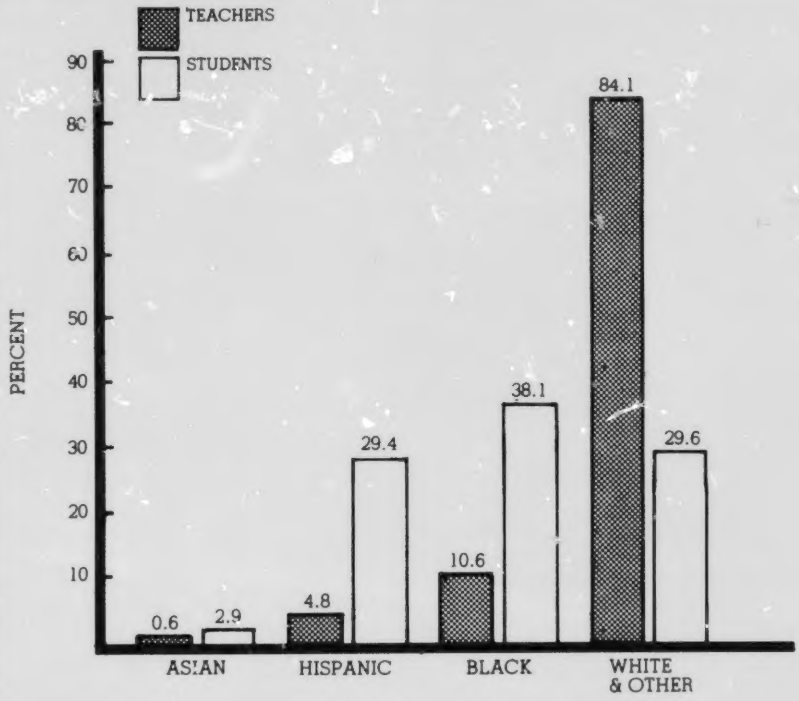
Figure 5a. Selected characteristics of classroom teachers, N.Y.C. public schools, 1973-74 vs. 1978-79



Source: See Appendix Table 72.

Little change has occurred in the the ethnic distribution of teachers. The proportion of white teachers decreased from 87.6% in 1973-74 to 84.0% in 1977-78. In the latter year, however, fewer than 30% of the public school pupils were white (Figure 5B, Appendix Table 73). While precise ethnic matching is not necessary to enable children to learn, it seems probable that understanding is easier between students and teachers of the same cultural and ethnic background, permitting assumed or real discrimination and racial prejudice to be eliminated as the reason for learning failure.

Figure 5b. Ethnicity of teachers and students, N.Y.C. public schools, 1977-78



Source: See Appendix Table 73.

Programs for children with special needs

Bilingual education — Many teachers and students in the N.Y.C. school system cannot communicate with one another because they speak different languages. In 1976 an estimated 415,000 N.Y.C. children aged 4 to 17 lived in households where English was *not* the language usually spoken.[37] According to parents' reports, more than half of these children usually spoke English, one-fourth did not usually speak English but could understand and speak it "well" or "very well," and about one-fourth lacked adequate verbal skills in English.[38]

To identify these children, the public schools administer the Language Assessment Battery (LAB) to students with Spanish surnames or foreign backgrounds.[39] In the spring of 1979, 107,935 children, almost 11% of the school population, were tested: 52,000 children were found to have severe difficulty with English, and an additional 16,000 had moderate difficulty (Appendix Table 74). During the 1978-79 school year, more than 64,000 children, 6.5% of all public school children, participated in bilingual classes offered by 588 schools.[40] The great majority of these classes were conducted in Spanish, but classes were also taught in French, Greek, Italian, Russian, Chinese, and other languages.

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[37] There were also 128,000 children aged 0 to 3 in these households. Foundation for Child Development analysis of 1976 Survey of Income and Education. See Appendix pp. 233-234 for a description of the survey.

[38] Almost two-thirds of the children who did not usually speak English were born in the continental United States; 9% were born in Puerto Rico. *Ibid.*

[39] A 1974 consent decree required the public schools to identify these children and to teach them in their own languages until they are able to speak or learn in English. Students are supposed to be retested each year until they show that they no longer have English language difficulty, defined by the schools as scoring above the 20th percentile on the LAB test.

Special education — The 1969 decentralization law assigned the operation of special schools and classes to the central administration. Approximately 25,000 students were then enrolled in special schools and classes throughout the system. In 1973 the Commissioner of Education ruled that all handicapped children must be educated.[41] By fall 1978 47,336 children (about 5% of all public school children) were enrolled in special schools or classes, almost double the number enrolled in 1970[42] (Appendix Table 75). As the total number of handicapped students admitted to the schools rose, the distribution of students by type of handicap changed, with larger numbers being reported as physically and multiply handicapped (and most expensive to educate). In 1978-79 41.8% of the children in special schools or classes were classified by the Board of Education as physically or multiply handicapped, compared to 19.5% in 1970-71. During the same period, the number of students classified as mentally handicapped dropped by approximately 2,000, and while in the past they had constituted almost half (47.6%) of all special education students, they now were less than one-fourth (22.2%). Since 1973-74, the number of emotionally disturbed students grew by almost 13,000 and constituted 30.0% of all special education students in 1978-79. It is impossible to say whether these changes merely represent changes in labeling or are true indicators of the types of handicapped students being served in the public schools.

Under the law children cannot be assigned to special schools and classes without complicated comprehensive diagnoses and without parental approval that is often delayed by communication difficulties. Moreover, children and classrooms often are hard to match. As a result, thousands of children and thousands of teachers wait to be assigned to classrooms. As late as spring of 1979, the State Education Department, which had already cut off funds twice, threatened to do so again unless significant improvement could be shown. In late 1979 the executive director of the Board's Division of Special Education reported that between 4,000 and 5,000 referrals for special education services were received each month.[43]

In December 1979, a federal court order[44] directed the Board of Education to speed the assessment and placement of some 12,000 handicapped children and to correct all deficiencies in the special education program by April 1981. In response, Chancellor Macchiarola announced a new system of placement and evaluation (on a school-by-school basis rather than centrally out of the Board's headquarters). He promised that within 18 months the waiting lists would be eliminated.

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[40] *Mayor's Management Report*, August 1979.

[41] The Riley-Reid order, issued by the N.Y. State Commissioner for Education in 1973, required the Board of Education to provide free appropriate educational services for all handicapped children in New York City. The Education for All Handicapped Act of 1975 established at the federal level the right of all handicapped children to an individual program of instruction in the least restrictive environment possible.

[42] By December 1978 there were over 55,000 children served by 29 special schools and more than 4,000 classes in schools throughout the city. (David S. Seeley, "Winds of Change in New York City's Public Schools," *City Almanac*, February 1979.)

[43] "A New Face for Special Education: An Interview with Dr. Jerry Gross, Executive Director, Division of Special Education," *The Advocate*, December 1979.

[44] The Jose P.V. Ambach case, brought in February 1979 against the N.Y. State Commissioner of Education, on behalf of all handicapped children (then numbering about 14,000) whom the N.Y.C. Board of Education had failed to evaluate promptly and to place under the Federal Education of All Handicapped Children's Act and the New York Education law.

The N.Y.C. school system has been criticized for not "mainstreaming" those who are less severely handicapped into regular classrooms, as the law requires. Dr. Gross confirmed that "presently 9 out of 10 handicapped children are in self-contained classrooms" and stated as his goal that no more than five out of ten should be in such classes.[45]

Black children were most likely to be placed in special schools, primarily the schools for the emotionally handicapped (the former "600" schools), or CRMD classes (Classes for Children with Retarded Mental Development). White children were most likely to remain in the regular schools. The overall rate of placement in special classes or schools also varies by ethnicity. In 1978-79 the overall placement rate was 53.1 per 1,000 black students, and 45.2 per 1,000 Hispanic students (Appendix Table 76). White children had a placement rate of 36.2 per 1,000.

The schools for the emotionally handicapped have long been considered as disciplinary schools to which disruptive, largely minority, students are removed from regular schools. It was only in 1979 that specific intake procedures were introduced requiring that students no longer be assigned by principals, but receive the careful evaluation candidates for all other programs for the handicapped receive.

It must be emphasized that in spite of its mistakes, the new program has brought large numbers of formerly excluded children into the public education system and has put other thousands, who were misplaced, into classrooms where they might learn.

In addition to the handicapped children enrolled in the public schools, there are thousands of others for whom the public schools cannot supply needed non-residential programs, and who are placed in approved, nonpublic schools, with the State Education Department (under state law 853) reimbursing the schools. During the 1978-79 school year, there were 4,876 of these N.Y.C. children in nonpublic schools in New York City or elsewhere in New York State.[46]

Education of gifted children — Another group of children with special educational requirements are the intellectually gifted. These children may become bored and frustrated at the slow pace and repetition in the regular classroom, lose interest in learning, and not reach their full potentials.

The number of children who would benefit from a program for the intellectually gifted is unknown. There is currently no systematic method for finding these students. IQ tests, for example, do a poor job of measuring the intelligence of children who come from poor homes or who speak little English. Nor do they measure creativity, leadership, or artistic abilities.

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[45] *The Advocate*, December 1979.

[46] N.Y. State Education Dept., Information Center on Education.

Nevertheless, in 1977-78 programs for the intellectually gifted existed in each of the 32 school districts. Overall, there were almost 1,300 classes for gifted children. The number of classes, however, varied from a low of three in School District #5 (Harlem) to a high of 101 in School District #22 (Midwood-Flatlands-Sheepshead Bay).[47]

There are also six so-called "elite" high schools with competitive entrance requirements. In 1976-77 over 16,000 students were enrolled in these schools: 5,362 at Brooklyn Tech, 3,414 at Bronx High School of Science, 2,660 at Stuyvesant High School, 2,487 at LaGuardia High School of Music and Art and the High School of Performing Arts, and 2,420 at Manhattan High School of Art and Design.[48]

Absenteeism

Large numbers of children stay away from their classrooms. As reported by the N.Y.C. Board of Education, the citywide average number of days of absence from the public schools in 1978-79 was about 28 per pupil a year.[49] Attendance rates have been increasing gradually from 82.4% in 1975-76 to 84.2% in 1978-79 (Appendix Table 77). Nevertheless, according to the most recent official figures, every day almost 158,000 children registered in the N.Y.C. public schools are not in school. Estimates of the "normal" absentee rate due to illness and other legitimate reasons range from 5% to 10% daily or 9 to 18 days per child a year. Thus, "excused" absences range from 50,000 to 100,000 daily, and the number of truants (not including dropouts who are no longer carried on the school rolls[50]) is from 58,000 to 108,000 students daily. Some knowledgeable observers consider these figures too low. They maintain that since state aid is partially based on attendance, there may be some incentive to overlook absent children.[51]

As in former years, the attendance rate in 1978-79 was much lower in the high schools than in the junior high or elementary schools. On a typical day in 1978-79, 11.8% of the elementary school and 15.1% of the junior high school students were absent. In the high schools, the absence rate varied from 17.7% for vocational and 22.4% for academic to 31.1% for independent alternative schools. It should be noted, however, that the alternative schools serve many students who might have otherwise dropped out completely. Special schools had the highest absence rate at 33.3%.

Reported absence rates have been decreasing in the elementary, junior high, and academic high schools for the past three years and in the vocational high schools for the past two. However, in the last year, absence rates increased for both independent alternative high schools and special schools, the two programs that already had the highest absence rates.

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[47] Marcia Chambers, "City's Schools Seek to Attract Middle Class," *The New York Times*, October 29, 1979.

[48] Board of Education of the City of New York, *School Profiles 1976-77*, July 1978.

[49] Board of Education of the City of New York, Office of Educational Statistics.

[50] Compulsory attendance laws require students to be carried on the school rolls until they reach 17 years of age. Students at least 16 years of age may leave only to take full-time employment.

[51] N.Y. State Democratic Task Force on Truancy, *Truancy in the Public Schools of New York City*, March 1978.

Although attendance data are not reported by ethnicity, it is possible to estimate absence rates for each ethnic group by using attendance and ethnic enrollment data for each district.[52] In 1977-78 the highest estimated overall absence rates were for blacks and Puerto Ricans (17.3% each); the rates for other Hispanics, whites, and Asians were 15.7%, 15.5% and 15.0%, respectively (Appendix Table 78). For all ethnic groups, absence rates increased with advancing school levels, but at each of the three levels Puerto Ricans and blacks had the highest rates. As will be shown later in this chapter, Hispanics and blacks also have the highest dropout rates.

In general, attendance is worst in schools serving students of low socio-economic status. In 1976-77 the absence rate for the ten districts with less than 25% of their registers eligible for AFDC[53] was approximately 10% (the norm for excused absences) compared to an absence rate of 16% for the 14 districts with 50% or more children eligible for AFDC.[54] Statistics also show that there is an association between truancy, trouble at school, youthful criminal activity, and increasingly serious offenses and involvement with the Family Court.[55]

School crime and safety

In New York City 115 of the 990 public schools were rated as "unsafe" by the United Federation of Teachers (UFT) on the basis of staff-related incidents reported in those schools in 1977-78.[56] These 115 schools accounted for 54% of all reported staff-related incidents.

It has been estimated that half of the crimes inflicted on students go unreported for fear of reprisal, reluctance to tattle on another student, or students' preference for handling the problem themselves.[57]

The total number of school crime incidents involving students or staff reported to the Board of Education has more than tripled in the last five years reaching 15,312 in 1978-79 (Figure 6, Appendix Table 79). The increase in number since 1975-76 has been entirely at the high school level, up 66.7% in three years. However, the school crime *rate* has increased in the elementary and junior high schools (from 5.5 to 6.2 per 1,000 students) as well as in the high schools (21.1

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[52] Estimated absence rates were calculated by applying the absence rate for each district to the number of students of each ethnic group in that district. The results were summed across districts and divided by the total enrollment of each ethnic group to get overall estimates. For this analysis it was necessary to assume that within each district all students had the same absence rate, regardless of ethnicity.

[53] This statistic was calculated by dividing the total number of children of the appropriate age who receive public assistance and reside in the geographic area served by the school district by the district enrollment. Since some poor children may attend nonpublic schools on scholarships, this figure will overestimate the proportion of public school students whose families receive public assistance.

[54] The absence rate for districts with 25% to 49% eligible for AFDC was 14%. Board of Education of the City of New York: *School Profiles 1976-77*; and Bureau of Attendance, "Report on Pupil Attendance," 1976-77.

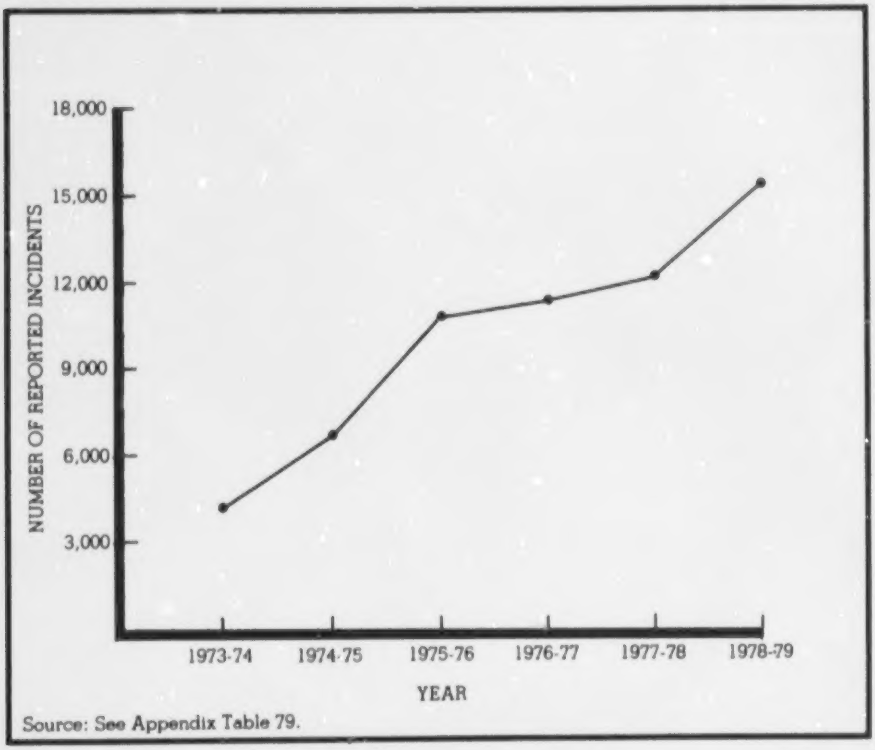
[55] See Chapter 6, pp. 142-144 for a discussion of children brought before the Family Court.

[56] Schools were rated "unsafe" according to the number of reported staff-related crime incidents in relation to the size of the school. The requisite number of incidents per year was 20 for high schools, 10 for junior high, and 5 for elementary or special education schools. The number of incidents was determined by combining incidents reported to the Board of Education, Office of School Safety, and to the UFT Chapter Chairperson. United Federation of Teachers, *Annual Report of the School Safety Committee for the 1977-78 School Year*, August 1978.

[57] Sheila Gutter, "The Lessons of Violence in the City's Schools," *Newsday*, September 24, 1978.

to 35.8 per 1,000). As of 1978-79, the high school crime rate of 35.8 reported incidents per 1,000 enrolled students was more than five times greater than that for the lower levels.

Figure 6. Reported school crime incidents, N.Y.C. public schools, 1973-74 to 1978-79



Source: See Appendix Table 79.

Larcenies[58] were responsible for more than one out of four (27.4%) reported incidents in 1978-79 (Colorplate N, Appendix Table 80). However, harassment and assault[59] were also frequently reported. The types of incidents most likely to be reported vary by school level. Larceny was the offense in one out of ten (10.7%) reported incidents in the elementary and junior high schools and in one out of three (33.8%) in the high schools. At the elementary and junior high school level, 24.8% of the reported incidents were assaults and 23.7% harassment. At the high school level only 7.3% were assaults and 11.1% harassment. Over half (54.3%) of the victims of reported school crime were students; 35.9% were teachers (Appendix Table 81). The majority of reported victims at the pre-high school level were teachers (61.7%); while at the high school level, students made up the majority of reported victims (66.3%).

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[58] Larceny is defined as "wrongfully taking, depriving or withholding property from another (no force involved). Victim may or may not be present." Board of Education of the City of New York, Office of School Safety, "Incident Report."

[59] Harassment is defined as "intentionally striking, shoving or kicking another, or subjecting him to physical contact, or threatening to do the same (without physical injury). ALSO, using abusive or obscene language, following a person in or about a public place, or engaging in a course of conduct which alarms or seriously annoys another person." Assault is defined as "the intentional causing of *physical injury* (impairment of physical condition or substantial pain), to another person, with or without a weapon or dangerous instrument." *Ibid.*

In over one-third (37.7%) of the school crime incidents, the identity of the perpetrator was reported as unknown (Appendix Table 82). However, over half (55.2%) of the perpetrators were known to be students, especially those accused of narcotics violations (96.3%), weapon possession (90.2%), disorderly conduct (83.5%), assault (71.1%), and harassment (66.7%). Sixteen percent of the known student perpetrators were not enrolled in the school where the incident occurred.

What happens to those who commit crimes in school? Of the 9,628 students who committed crimes in their own schools, one-third (33.0%) were suspended for their actions (Appendix Table 83). Students were more often suspended for reported school crime incidents at the elementary and junior high school level (41.3%) than at the high school level (29.7%). Most likely to be suspended were students who set fires (57.8%), committed assault (45.6%), or possessed weapons (44.4%). Students were least likely to be suspended for disorderly conduct (23.7%) or robbery (26.9%). Only 83 students were reported to have been transferred to another school.

As a result of school crime and vandalism, the city school system had to pay almost $6 million in replacement costs in 1978. This figure amounted to $5.97 a student compared to $3.44 a student in 1973.[60,61]

The reliability of the data on school crime is open to question. The definition of various types of school crime on the "Incident Report" form leaves room for interpretation and personal bias. What appears to one teacher to be an incident worth reporting (throwing an eraser at the teacher, for example) may be ignored by another. And if the teacher does decide to report the incident, is it a case of "harassment," "disturbance," or "disorderly conduct?"

There appears to be underreporting of some serious problems. For instance, in 1978-79, there were only 906 students reported to the Office of School Safety for the use or possession of drugs, including marijuana. However, a study by the N.Y. State Division of Substance Abuse Services found that in March and April of 1978, 90,000, or 15% of the N.Y.C. public and parochial school students in grades 7 to 12, were heavy users[62] of marijuana. Hashish, stimulants, and PCP were each used heavily by just under 1%.[63] Even more school children had tried illegal drugs at some time during the 1977-78 school year. Almost 45% of N.Y.C. public and parochial school students reported having used marijuana.

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[60] Board of Education of the City of New York, Division of School Buildings, Office of Plant Operation and Maintenance, Bureau of Plant Operation.

[61] Inflation (as measured by the Consumer Price Index for urban wage earners and clerical workers in the New York-Northeastern New Jersey area) accounted for less than $1.50 of this increase.

[62] Heavy use was defined as ten or more times in the past 30 days.

[63] N.Y. State Division of Substance Abuse Services, "Substance Abuse among New York State Public and Parochial School Students in Grades 7 through 12," November 1978.

Eleven percent used PCP, 11% hashish, 10% cocaine, and 9% stimulants such as amphetamines and diet pills.[64]

Suspensions

Many N.Y.C. public schools are resorting to suspensions more and more frequently as a means of dealing with troublesome students.[65] The total number of suspensions has more than doubled since 1969-70 (Colorplate 0, Appendix Table 84). Official reports show that in 1977-78, there were 28,223 student suspensions: 20,931 in elementary and junior high schools and 7,292 in high schools. Projections for 1978-79 based on data for the first five months of the school year indicate that the overall number of suspensions has continued to increase.

The increase in the number of suspensions cannot be attributed solely to the increase in school crime. While it is true that both have increased, only a small fraction of the total number of students suspended were involved in incidents reported to the Office of School Safety. In 1977-78 only 2,665 (9.4%) of the 28,223 suspensions were of students accused in school crime incidents. If, indeed, suspended students were committing "crimes," one must ask why these acts were not reported to the Office of School Safety, since they were serious enough to be cause for suspension. The use of suspensions varied significantly by district, from a 1977-78 high of 6.6 suspensions per 100 students in Brooklyn #21 (Gravesend-Coney Island), to a low of 0.8 per 100 in Bronx #7 (South Bronx). Yet both districts had identical school crime rates of 3.4 per 100 students (Appendix Table 67).

The number of suspensions increased most rapidly in the high schools. However, the *rate* of reported pupil suspension was actually greater at the pre-high school level than the high school level[66] through 1977-78, when the rates were 29.5 vs. 23.2 per 1,000, respectively (Figure 7). Data for the first half of the 1978-79 school year indicate that, for the first time, the annual rate of reported suspensions in the high schools may exceed that for the lower levels (31.7 vs. 29.5 per 1,000).

Board of Education figures made available by Advocates for Children for September 1978 to January 1979 show that suspension rates also vary by ethnicity. Black high school students were suspended at a higher rate than students from other ethnic groups—25.7 per 1,000 compared to 11.9 for Hispanics and 8.0 for whites (Appendix Table 85). The pattern at the elementary and junior high school level is similar. Black children made up 37.6% of those

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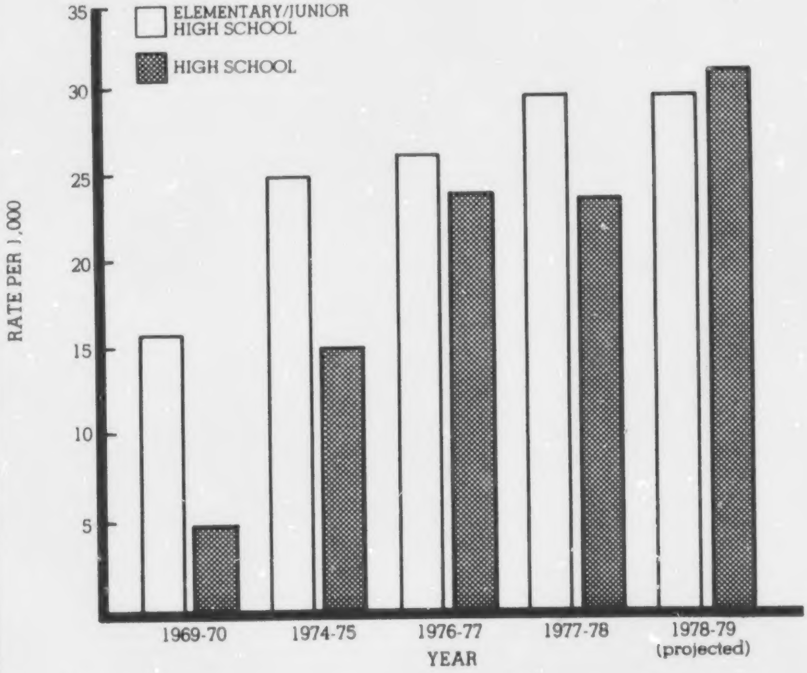
[64] Between January 1977 and April 1978, 79,000 N.Y.C. students reported using marijuana for the first time; 51,000 were first-time users of PCP, 49,000 of cocaine, and 5,000 of heroin. *Ibid.*

[65] Most suspensions are temporary. Principal suspensions, which make up about 95% of all student suspensions, cannot exceed five days or be used against the same student more than twice in one year. Superintendent suspensions may, and usually do, last for longer periods.

[66] There has been a considerable undercount of suspensions in high schools since as many as half of all high schools fail to report suspension data in any given month. Susanna Doyle, Advocates for Children, cited by D. Vidal in "Rising Pupil Suspensions in New York Sparking a Dispute over their Causes," *The New York Times*, September 6, 1976.

Figure 7. Student suspension rates, elementary/junior high vs. high school, N.Y.C. public schools, selected years, 1969-79 to 1978-79



Source: See Appendix Table 84.

enrolled compared to 60.1% of those suspended. In 29 out of 31 districts the percent of suspensions of black children was greater than their percentage representation in the student population.[67] The percent of suspensions exceeded the percent of students in seven districts for Hispanics, but in only one district for whites. These differences were reflected in the elementary and junior high school suspension rates of 23.1 per 1,000 for blacks, 12.0 for Hispanics, and 7.1 for whites (Appendix Table 85).

The official policy of the Board of Education states that suspensions are to be used in "emergency" situations only.[68] However, the reasons for suspension appear to range from the serious to the trivial (Appendix Table 86). According to the Board of Education's Office of Educational Statistics, the major reasons for suspensions during the fall of 1978 were "fighting" (25.7%) and "out-of-classroom disruptions"[69] (14.6%). Fighting was cited as the reason for suspensions more often for whites (35.8%) than for blacks (23.1%) or Hispanics (26.3%). Out-of-classroom disruption was cited more frequently for blacks and Hispanics than for whites (15.8%, 16.4%, and 8.2%, respectively). Almost one out of ten suspensions was for cutting classes, thus punishing the voluntary absentee with enforced absence.

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[67] School District #26 in Queens refused to provide data on the ethnicity of students. Susanna Doyle, "New York City School Suspensions," *The Advocate*, September 1979.

[68] "The school principal shall have emergency power to suspend a student from participation in regular school activity when he determines that the overt behavior of that student prevents the orderly operation of the class or other activities or presents a clear and present danger of physical injury to school personnel or students." Board of Education of the City of New York, Office of the Superintendent of Schools, Special Circular No. 103, June 24, 1970. An effort to remove the word "emergency" from the by-laws in 1976 proved unsuccessful.

How much suspensions are due to greater pressure on teachers as classes get bigger and helpful paraprofessionals are no longer available and how much to growing tension between teachers and students is difficult to determine. As far as is known, no guidelines for suspensions exist. Nor does there seem to be a uniform suspension policy. Although most suspensions last less than a week, some children never return and are part of the large number of students who drop out before they graduate.

LEAVING SCHOOL

Dropouts

At a time when high school graduation constitutes the minimum education needed for most entry-level jobs, almost half of New York City's public school students fail to graduate after the usual four years. About 40,000 of the 85,000 students who entered the ninth grade in September 1974 dropped out instead of graduating four years later.[70]

No one really knows how many students do not complete their high school education. The Board of Education readily admits that it does not yet have the capability of tracking the educational careers of individual students. Internal differences in definition and record-keeping as well as errors in computer coding and tabulation have been cited as obstacles to counting the number of dropouts. An added complication is the inability to determine the exact number of dropouts who eventually return to some educational program to complete their high school education. Given these problems, it is not surprising that there are several differing estimates of the actual number of dropouts.

The Board of Education reports that the dropout rate in the N.Y.C. public schools was approximately 45% for the class of 1978[71] (Appendix Table 87). According to Advocates for Children, the dropout rate reported by the Board is too low. By their calculations, both the number of dropouts and the dropout rate have been steadily increasing.[72] The rate has been over 50% since 1975-76, reaching 54.1% in June 1979 (Colorplate P, Appendix Table 88).

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[69] The categories to be used for reasons for suspensions are mandated by the Office of Civil Rights; however, the categories are not defined and consequently may be interpreted differently by different schools.

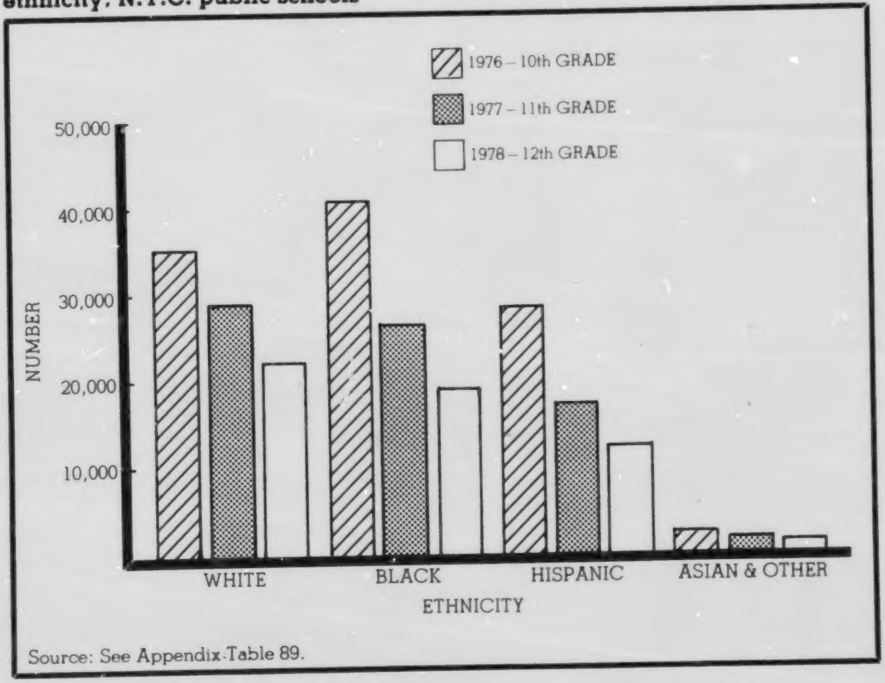
[70] Board of Education of the City of New York, *The Dropout Report*, October 16, 1979.

[71] This figure was a combination of two separate estimates. According to Bureau of Attendance reports, 45,043 students were discharged from school during 1977-78 before graduating. This is equivalent to an annual dropout rate of 14.37%, which (projected over four years) results in an overall dropout rate of 46.2%. The second method of estimating the number of dropouts compared the number of students who graduated in June 1978 and January 1979 (48,173) with the number of entering ninth graders in September 1973 (85,459). By this method, the dropout rate was 43.6%. *Ibid.*

There are great variations in the dropout rate, however calculated, among the five boroughs of New York City and between New York City and the rest of the state.[73] New York City's annual dropout rate in 1977-78 was more than twice as high as that in any other region of New York State. In the same year, 18.8% or almost one out of five of Manhattan's high school students, dropped out of school, twice the dropout rate of Queens (9.6%) and triple the rate for Staten Island (6.2%); 14.6% dropped out in the Bronx and 12.0% in Brooklyn.

Although no data on the ethnicity of dropouts are released, a comparison of 12th grade to 10th grade enrollment two years earlier provides a measure of the progress of students in different ethnic groups. Overall, there were 47.8% fewer 12th graders in October 1978 than there were 10th graders two years earlier in October 1976 (Appendix Table 89). All ethnic groups showed enrollment declines, but Hispanic enrollment decreased the most (−59.7%), and black was next (−52.8%). White enrollment decreased by 34.9%, and Asians lost 16.6% (Figure 8).

Figure 8. Yearly changes in enrollment for the graduating class of 1979 by ethnicity, N.Y.C. public schools



Source: See Appendix Table 89.

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[72] Advocates for Children includes 15,000 to 20,000 students listed as ninth graders who may have already been in ninth grade for a year but had not accumulated enough credits to be classified as tenth graders. They also include the number of graduates who took more than four years to graduate.

[73] N.Y. State Education Dept., Information Center on Education.

Data on the reasons why N.Y.C. students drop out of school are not available. However, a study of dropouts in New York State found that more than one out of five reported leaving school because they were forced out by the administration: 15.5% said they had been "kicked out" or asked to leave, and an additional 6.1% expected to be asked to leave.[74] Other reasons for leaving school cited by the dropouts were dislike of school (16.0%), academic failure (9.4%), and difficulty with teachers (7.4%). Family problems and pregnancy[75] were each cited by 6.0% of the dropouts. Only 2.7% reported leaving school due to financial problems.

In New York City a considerable number of students with a continuing history of failure and truancy, and just as often with disruptive behavior, are removed from regular classrooms to mini-schools or alternative schools. Of the 95 "mainstream" high schools surveyed, 30 operate mini-schools with more flexible programs, either within or apart from school buildings, with student bodies ranging from 25 to 100 or more.[76] There are also ten citywide "independent alternative" high schools with a total enrollment in 1978-79 of 11,081, for students who have shown that they have no chance of succeeding in a regular school. Most of these efforts report extremely high absence rates, but some, with dedicated, skilled leadership and innovative teaching approaches, have been able to help students graduate.

Students who have already dropped out can enroll for a regular diploma in one of five academic evening high schools or for a general equivalency diploma in a school within the Division of Auxiliary Schools, if there is room. During the 1978-79 school year, 329 former dropouts received their high school diplomas through the Evening High Schools, and 2,376 received General Equivalency Diplomas through the Auxiliary Service Centers.[77] The Division of Auxiliary Services reports a list of 4,000 dropouts who are waiting to get back into the educational system but are kept out by a shortage of classrooms and staff.

Uncertainty of graduation

Making it to the 12th grade does not necessarily mean graduation. In June 1979 46,728 students were enrolled as seniors in the N.Y.C. public high schools, but only 39,375, or 84.3%, received a diploma that same year, ranging from a low of 46.5% at Manhattan Vocational-Technical High School to a high of 99.0% at Port Richmond High School.[78] Nor does 12th grade status necessarily imply that all of these students have achieved high school learning levels. For large numbers of inadequately prepared high school seniors, the minimum requirements for a high school diploma represent a formidable obstacle to graduation.

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[74] Eve E. Block, Jenny Covill-Servo, and Margery F. Rosen, *Failing Students, Failing Schools: A Study of Dropouts and Discipline in New York State*, The Statewide Youth Advocacy Project, April 1978.

[75] Advocates for Children of New York has found that many pregnant teenagers who leave school also did so because of informal, unwritten advice. (Tracy Huling, "Sex Discrimination Persists in New York City Public Schools," *The Advocate*, December 1979.)

[76] *The Dropout Report*, October 1979.

[77] *Ibid.*

[78] Board of Education of the City of New York, High School Division, "Report on Graduates," June 1979.

Beginning in June 1979, to receive a high school diploma, students in New York State were required to pass Basic Competency Tests (BCTs) in reading and mathematics,[79] in addition to meeting the other N.Y.C. diploma requirements.[80]

Of the more than 7,000 high school seniors who failed to receive diplomas in June 1979, 4.3% failed one or both BCTs but passed all other requirements; 12.1% failed one or both BCTs but also did not meet other diploma requirements; and 83.4% did not graduate for reasons unrelated to BCT failure.[81]

Overall, 1,152 of N.Y.C. high school seniors did not pass one or both BCTs. These were the tests generally criticized as being too simple when they were first announced.[82] The number of students who dropped out because they saw no hope of passing the BCTs is unknown. In recognition that efforts to improve the school system's record must begin long before 12th grade, Preliminary Competency Tests in reading and writing were given in April 1979 to eighth, ninth, and tenth graders in an attempt to identify those in need of remedial programs. Among the tenth graders, 12.9% scored below the state "reference point" in reading and 40.2% scored below it in writing, indicating that without special assistance these students will probably fail the tougher Regents' Competency Tests (RCTs) in these subjects in 1981 (Appendix Table 90). In preparation for meeting the RCT requirements for the class of 1981, the mathematics test was administered for the first time in June 1979; 68.8% of the ninth graders and 61.2% of the tenth graders failed.[83]

Scholastic Aptitude Test scores

As they did nationally, the scores of N.Y.C. students on the Scholastic Aptitude Tests (SATs) declined between 1972-73 and 1978-79, with a drop of 40 points in verbal skills (422 to 382) and 42 points in mathematical skills (467 to 425)[84] (Figure 9, Appendix Table 91). The N.Y.C. scores were consistently below the national average, and the gap has been widening. In 1972-73 N.Y.C. students scored 23 points below the national average in verbal skills and 14 points below in math skills. By 1978-79 this difference had increased to 45 and 42 points, respectively.

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[79] To graduate in June 1980, students will be required to pass an additional BCT in writing. In June 1981, the tougher Regents Competency Tests in reading, mathematics and writing will replace the BCTs. Students who pass the even more difficult Regents Examinations in English and mathematics are exempt from the competency test requirements.

[80] In 1973 diploma requirements included the successful completion of four years of English, three years of social studies, two years of math, two years of science, and demonstration of at least an eighth grade reading level. New standards, proposed by Chancellor Anker in March 1978, would have required students to read at the ninth grade level and to pass an eighth grade level mathematics test. An additional half year of social studies and one year of a foreign language would also have been added to the requirements. These changes were not adopted.

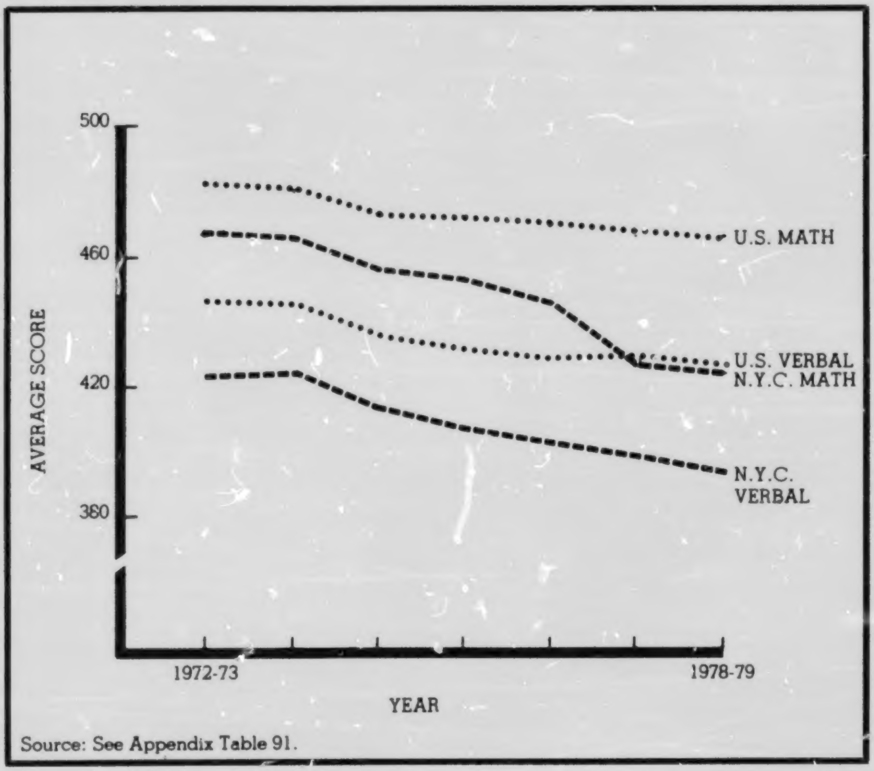
[81] For an additional 0.3% students no reason was indicated. Board of Education of the City of New York, Office of Educational Evaluation, "Summary Report on Graduates," June 1979.

[82] Ari L. Goldman, "Regents Block Test as Too Easy," *The New York Times*, February 13, 1978.

[83] Memorandum from Chancellor Frank J. Macchiarola to members of the Board of Education, "Summary of Citywide Results on New York State Competency Tests," September 7, 1979, Table 5.

[84] According to a 1977 College Board study, the decline in test scores since 1970 was caused by a variety of factors including increased television viewing, more relaxed educational standards, and changes in family structure and composition. The increasing proportion of minority students taking the test was not considered to have been a factor, contrary to general assumption, since the decline in test scores has been evidenced by both minority and non-minority youth. ("Scholastic Aptitude Test Scores Drop as 10-year Trend Goes On," *The New York Times*, September 9, 1979). The National Association of Secondary School Principals concluded that the decline in scores has been due to the substitution of less rigorous electives for more demanding academic courses such as English and mathematics ("Declining Scores on Aptitude Test Laid to Fewer Academic Courses," *The New York Times*, March 28, 1978).

Figure 9. Trend in Scholastic Aptitude Test scores, N.Y.C. vs. U.S., 1972-73 to 1978-79



Source: See Appendix Table 91.

Several possible explanations for the difference exist. The proportion of students taking the SATs who belonged to minority groups was greater for New York City than for the nation as a whole.[85] In addition, a greater percentage of N.Y.C. minority students take the SATs than do minority students in the nation as a whole.[86] Members of minorities and youths of all races from low income groups have been scoring an average of 100 points lower on the SATs than more advantaged students.[87]

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[85] In 1979 55.8% of N.Y.C. students but only 17.1% of U.S. students responding to the questionnaire that accompanies the SATs identified themselves as members of minorities. (Board of Education of the City of New York, High School Division, "College Board ATP Summary Reports.")

[86] In 1978-79 nonwhite students taking the SATs in New York City accounted for almost 30% of the nonwhite 12th grade enrollment. The national figure is estimated to be less than 26%. (Board of Education of the City of New York, "Annual Pupil Ethnic Census," October 1978; U.S. Bureau of the Census, "School Enrollment-Social and Economic Characteristics of Students: October 1978," *Current Population Reports*, Series P-20, No. 346, Table 15.)

Yet among New York City's high school graduates are some of the best students in the nation. In 1978-79 the average scores of N.Y.C. students taking the College Board Achievement tests were higher than the national average on five out of seven tests: more than 40 points higher in Spanish and biology and more than 30 points higher in mathematics (Appendix Table 92). In addition, N.Y.C. high school graduates continue to win competitive awards and scholarships and go on to attend prestigious universities. In 1979 N.Y.C. public school graduates received 4,601 Regents Scholarships and 1,002 other scholarships; 41 students were National Merit Scholarship finalists.[88]

COMMENTARY

For many years, educational policy has been impeded by the misconception that social science research had found that schools could do very little in the face of poverty and deprived family background. The famous Coleman Report was commissioned in the mid-1960s by the U.S. Office of Education to assess the equality of educational opportunity in the United States. The report, delivered to the Commissioner in 1976 by a team headed by James S. Coleman of Johns-Hopkins University, has been widely cited in support of this thesis.

Coleman, himself, contended that the findings of his report had been misinterpreted; that he had found only that good schools by themselves were not enough to assure good education, and that there was a strong relation between family economic, educational, and racial background and pupil achievement. During the last year, discussion of the report has resumed and its interpretation now is closer to its author's view.

The Chancellor of the N.Y.C. school system has proposed to develop school programs based on the belief that all children can learn and that schools need not accept defeat in educating children of deprived social backgrounds. As proof, he points to research by the Council for Basic Education and the New York State Office of Performance Review showing that there are successful schools even in the most poverty-stricken areas. More massive studies, such as *Fifteen Thousand Hours*[89] conducted on inner London schools, confirm not only that schools can be successful, but also identify the factors likely to make them successful. These include strong leadership, an emphasis on learning goals for all students, high teacher expectations, good school climate, and effective means for assessing students' achievement. Based on these studies, the N.Y.C. Board of Education now is planning to test the "new" theory by establishing a three-year pilot program involving schools with a large number of under-achievers.[90]

While an experiment built on belief in children and bringing additional funds to inner city schools is to be welcomed, that proposal is hardly a new concept. More than 25 years ago, the Higher Horizons program, which later became the

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[87] "Scholastic Aptitude Test Scores Drop," *The New York Times*, September 9, 1979.

[88] *Mayor's Management Report*, January 1980.

[89] Michael Rutter, *Fifteen Thousand Hours*, Cambridge, Harvard University Press, 1979.

[90] The budget of $2 million is financed by federal, state, and foundation funds.

More Effective Schools (MES), was created in a number of junior high schools under the leadership of Dr. Elliott Shapiro, an assistant superintendent in East Harlem. The philosophy was the same, and MES was hailed as an important innovation. But the program was soon diluted and finally given up, like most successful demonstrations in the N.Y.C. school system.

The involvement of the community and the family seems a more promising approach. The Public Education Association (PEA) has begun to rally civic organizations and individuals around the goal of assuring that the children master basic reading, writing, and math skills by the time they leave elementary school. Realizing that clearer achievement goals and the expectation of success are not enough by themselves, PEA advocates a shift from relying solely on the school system to "deliver" education, to promoting collaboration and partnerships with the community at all levels of the educational process.[91]

There are a number of other suggestions for helping schools that should be examined, including the possibility of building "a new relationship between school and community" through the imaginative use of excess school buildings.[92] Based on research by the Educational Facilities Laboratories,[93] new ways of ending the isolation of the schools and "moving them into the center of community life" are being proposed.

Shared teaching,[94] a promising possibility for improving N.Y.C. classrooms at a time of shrinking student bodies and budgets, has found little favor with the educational leadership. If a number of teachers a year or two before reaching retirement were to agree to teach half time (while their benefits were continuing on a full-time basis), a number of young teachers receiving lower salaries could be hired. The younger teachers would share the teaching load, thus relieving the older teachers and would profit from the association with experienced teachers.

These suggestions are but a few of those that should be considered. Clearly an all-out effort is necessary to attack the most disturbing fact in U.S. education today: schools do not know how to teach millions of children.

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[91] The plan is described in PEA's statement "Competency for All Through Collaboration of All."

[92] Fred M. Hechinger, "A Case against Slamming the Schoolhouse Door," *The New York Times*, February 24, 1980.

[93] Academy for Educational Development, Educational Facilities Laboratories, *Community School Centers*.

[94] Proposed by Dr. Bernard Gifford, former deputy chancellor of the N.Y.C. public schools, *inter alia*.

HIGHLIGHTS

—The public and nonpublic schools in New York City now serve a quarter of a million fewer children than they did a decade ago.

—There has been a rapid shift in the ethnic composition of the city's schools. In 1978-79 nonwhite children represented 71.3% of the total public school enrollment (up from 60.3% ten years earlier) and 31.6% of the total nonpublic school enrollment (up from 18.7%).

—The proportion of children in the public schools who come from low-income families and are eligible for free meals has doubled in the last decade to 56.4% in 1978-79.

—As of March 1978, 159,000, or almost one-third of the public school children tested in New York City, were reading at least one year below grade level; an additional 28,000 did not speak English well enough to be tested.

—In the fall of 1978, 26.2% of the city's third-graders and 49.4% of the sixth-graders in the public schools scored below minimum competency on the N.Y. State math test.

—As a result of cutbacks and no hiring, teachers in the N.Y.C. public schools are older, have more teaching experience, and are more likely to have advanced degrees. In 1977-78 84% of the teachers were white, while in the same year, fewer than 30% of the public school students were white.

—More than 64,000 children, 6.5% of the public school population, were attending bilingual classes in 1978-79, the great majority of which were conducted in Spanish.

—The number of handicapped children enrolled in special schools or classes almost doubled between 1970-71 and 1978-79—reaching 47,336 or 5% of the public school population.

—In 1977-78 there were almost 1,300 classes for intellectually gifted public elementary and junior high school students and six "elite" high schools enrolling over 16,000 students.

—According to the official record for 1978-79, approximately 158,000 public school students were out of school each day—50,000 to 100,000 of them truants.

—There were 15,312 reported incidents of crime and violence in the city's schools in 1978-79—almost four times the number reported five years earlier.

—There were almost 30,000 student suspensions from the public schools during 1978-79—twice the number that occurred in 1969-70. The suspension rate was highest for black students

—Only half of the students who enter New York City's high schools leave with a diploma four years later.

5

CHILDREN AWAY FROM HOME

A large number of children are not able to live at home, some for short periods of time and many more for months or years. The New York State Council on Children and Families estimates that as of February 1980, there were almost 52,000 N.Y. State children in placement outside their homes.[1] More than half of these were N.Y.C. children, the vast majority of whom were in foster care and the responsibility of Special Services for Children (SSC) in the Human Resources Administration. This chapter is about the characteristics of these N.Y.C. foster-care children, the reasons for their placement, and the nature of their experience in care.

With regard to other children placed away from home, "Children and the Law" (Chapter 6) provides information about the several hundred N.Y.C. delinquents and persons in need of supervision who are at any one time placed in the residential facilities of the State Division for Youth. In addition, there are children who are placed outside their home because of developmental or educational disabilities, emotional illness, or physical handicap. While some of these children are included in the foster care caseload or are placed with the State Division for Youth,[2] many others are not. Some of the developmentally disabled children are cared for under the auspices of the Office of Mental Retardation and Developmental Disabilities (OMRDD). Some emotionally ill children are patients in the psychiatric facilities of the State Office of Mental Health (OMH). Children in both categories, as well as other handicapped children, are also placed, and their care is paid for, by the State Department of Education (SED).[3] A brief description of these children follows.

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[1] According to the Council, their care and treatment cost approximately $700 million in the 1980 budget year.

[2] Robert P. Ingalls, "Level of Care Survey in Division for Youth Facilities," N.Y. State Dept. of Mental Hygiene, 1978.

[3] The SED's 1978-79 budget for residential care of handicapped children in N.Y. State was $31.9 million. (State of New York, *Children's Budget: 1980-81,* p. A18.) In addition to the 107 mentally retarded and 220 emotionally disturbed N.Y.C. children discussed in this chapter, there were also 235 physically handicapped and 117 deaf and blind N.Y.C. children in residential care paid for by SED during 1978-79. (N.Y. State Education Dept., Information Center on Education, Bureau of Educational Data Systems.)

Developmentally disabled children away from home

OMRDD has estimated that approximately 124,000 developmentally disabled[4] children and youth under 21 years of age lived in New York State in 1979.[5] Of these children and youth, approximately 50,000 were residents of New York City. It was further estimated that approximately 19,000 (38%) of them were severely disabled.

Until the early 1970s a considerable percentage of severely disabled children had been institutionalized in large state developmental centers, such as Willowbrook[6] (in Staten Island) or Letchworth Village (in Rockland County). "Deinstitutionalization" started when the President's Committee on Mental Retardation recommended, in 1971, that at least one-third of the children in institutions for the mentally retarded be transferred into community facilities or returned to their families. In 1974 there were still 1,317 children under 16 years of age in state developmental centers (Appendix Table 93). Dramatic change came after a successful lawsuit by parents of children housed in Willowbrook. The New York Civil Liberties Union accused the state of "warehousing" children and achieved removal of most children from the large institutions to smaller residential facilities in the community, to foster homes, or to their own families. By 1979[7] only 248 N.Y.C. children under 16 were in state developmental centers under the direct care of OMRDD.

The population in these centers has not only decreased but has also grown older (Appendix Table 93). The 13-15 year old group represented only 37.6% in 1974 but 62.9% in 1979. And 59.7% of the N.Y.C. children in developmental centers in 1979 were profoundly retarded as compared to 52.4% in 1974. In addition to the children in developmental centers there were, in March 1979, 461 N.Y.C. children under 18 in three "residential treatment centers" operated by voluntary agencies under OMRDD auspices[8] (Appendix Table 94). In these centers, too, the majority of the children (54.4%) were profoundly retarded.

Among the 229 N.Y.C. children in family care under OMRDD auspices at that time, however, a much smaller percentage (13.1%) were profoundly retarded. It seems reasonable to assume that many of the less profoundly retarded children in family care had been moved into "community alternatives" from larger institutional settings. In addition to family care, the present range of alternative settings includes community residences, residences licensed as Intermediate Care Facilities for the Mentally Retarded (ICF/MR), and supportive living apartments. As of June 1979 there were approximately 150 N.Y.C. children under 18 in such settings.[9]

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[4] Includes persons with one of five conditions: autism, cerebral palsy, epilepsy, mental retardation, or neurological impairment.

[5] N.Y. State Office of Mental Retardation and Developmental Disabilities, *Five-Year Comprehensive Plan for Services to Mentally Retarded and Developmentally Disabled Persons in New York State: 1979-1984*.

[6] Now called Staten Island Developmental Center.

[7] 1979 marked the end of the first and beginning of the second OMRDD "Five Year Comprehensive Plan for Services to Mentally Retarded," which was to move "8,800 developmentally disabled persons from developmental centers to community alternatives."

[8] The vast majority of these children were in the United Cerebral Palsy Center in Staten Island in buildings of the Staten Island Developmental Center (Willowbrook), in a program operated by UCP with OMRDD funding.

[9] N.Y. State Office of Mental Retardation and Developmental Disabilities.

Thus, in 1979, the number of mentally retarded N.Y.C. children under 18 in some kind of residential care under the direct responsibility of OMRDD totaled less than 1,300, or 7% of the estimated number of severely disabled under-21-year-olds in New York City.

It is probable that the ability of N.Y.C. families to care for their mentally retarded children at home has been enhanced by the greatly expanded non-residential programs for handicapped children in the public schools.[10] Nevertheless, in view of the large number of severely disabled children in New York City, the community residential facilities made available by OMRDD are clearly inadequate.

Some of the responsibility has been shifted to the State Department of Education (SED), since funds available under Chapter 853 of the State Education Law can be used for reimbursement of residential care in approved schools and institutions. In the 1978-79 state budget year SED paid for the care of 61 trainable mentally retarded and 46 educable mentally retarded N.Y.C. children in nonpublic New York State and out-of-state schools.[11]

Mentally ill children away from home

There has been a dramatic reduction in the number of mentally ill children served in state and children's psychiatric centers (Appendix Table 95). Since 1970 the number of admissions of N.Y.C. children under 16 fell from 1,027 to 264 in 1978. During the same years, the resident population dropped from 1,152 to 269.[12]

While it can be assumed that improved outpatient treatment and the use of drug therapy somewhat lowered the demand for residential psychiatric care, the reduction in admissions to the large psychiatric hospitals was not solely in response to decreased need. The Office of Mental Health has increasingly sought to enable mentally ill children to receive the services they need in less intensive community settings.[13]

Yet, there remains a need for placement of mentally ill and emotionally disturbed children unmet by the OMH-sponsored facilities. This is shown by the fact that, as with mentally retarded children, other placement systems are called upon to care for many of them. In 1978-79 the State Department of Education provided funds for the residential care of 220 emotionally disturbed N.Y.C. children in nonpublic New York State and out-of-state schools and institutions.

CHILDREN IN FOSTER CARE

As indicated, most of the N.Y.C. children who do not live in their own homes live, instead, in foster care.[14] Many remain away from home for long periods of time and are thus deprived of their own families' care for a significant portion of their childhood. Some may not have had homes at the time they were placed in foster care; others, whose homes disintegrated during the time they were away, may have no families to which they can return.

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[10] See Chapter 4, p. 103.

[11] N.Y. State Education Dept., Information Center on Education, Bureau of Educational Data Systems.

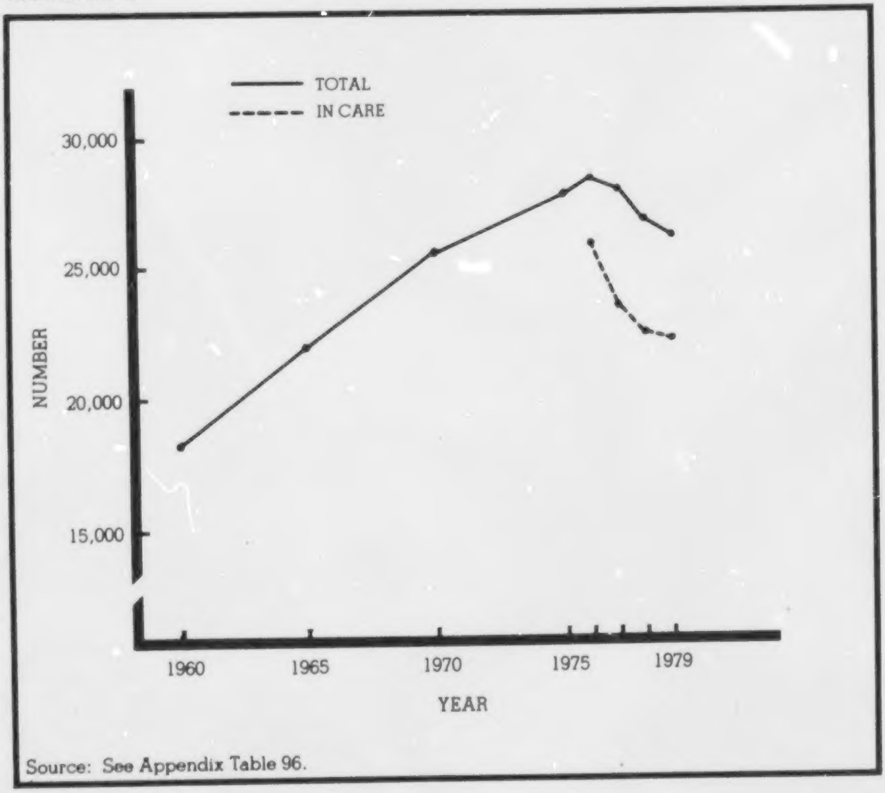
[12] For N.Y. State children in psychiatric centers, the median length of stay in 1979 was 72 days. Length-of-stay data are not available for N.Y.C. children. (N.Y. State Office of Mental Health, Bureau of Statistical Analysis).

[13] The OMH contracts with 30 voluntary child-care agencies which provide placement for 300 mentally disabled N.Y. State children. (*Children's Budget: 1980-81*, p. A34.) No N.Y.C. figures are available.

Characteristics of children in care

In New York City, the number of children in foster care reached a peak of 28,627 in 1976, 10,000 more than in 1960 (Figure 1, Appendix Table 96). Since then, the population in care has slowly decreased to 26,972 in December

Figure 1. Trend in number of N.Y.C. children in foster care, 1960 to 1979



Source: See Appendix Table 96.

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[14] Foster care is defined as the temporary placement of a dependent, neglected, abused, delinquent, or PINS child under the age of 18 years (or under 21 years if the child is in school) in a foster boarding home, institution, group home, or other congregate facility for the purpose of providing care and supervision. These programs are administered and financed by the federal government, the state and the city. N.Y.C. programs are administered by Special Services for Children (SSC) in the Human Resources Administration (HRA). Children enter foster care either through voluntary placement proceedings in which parents may request foster-care services because they feel unable to provide adequately for their child, or through a Family Court order based on findings of abuse or neglect on the part of the child's family or disruptive or delinquent behavior on the part of the child.

1978, and 26,043 in June 1979, an annual decrease of almost 3%.[15] In the rest of New York State the number of children in foster care reached 23,603 in 1970 and then dropped to 16,811 in 1977.[16] Since 1977 the number of upstate children in care has remained stable. In June 1979 the figure was 16,725.

The increase in the number of N.Y.C. children in care during the first half of the 1970s should be viewed in the light of changes in the overall child population in the city. Between 1970 and 1976 the number of N.Y.C. children under 18 decreased by 16% from 2,235,000 to 1,877,000.[17] The *rate* of placement had, therefore, increased rather steeply from 11.6 per 1,000 children in 1970 to 15.3 in 1976. During the same period, the rate of foster-care placement in the rest of New York State dropped from 6.5 to 6.1 per 1,000 children.[18]

While no accurate and complete national data on foster care are available, it has been estimated that in 1977 anywhere from 500,000 to 750,000 children were in foster care nationally.[19] This would indicate a placement rate of between 7.8 and 11.7 per 1,000 children.[20]

Only 22,237 of the 26,043 children whose care was the legal responsibility of SSC as of June 1979 were actually living in a foster-care facility at that time;[21] 2,295 were on trial discharge at home and 1,511 on some other form of suspended payment. According to the report of the Mayor's Task Force on Foster Care, more than 90% of the children were placed with over 70 voluntary child-care agencies where, typically, 90% or more of their costs are paid for by public funds.[22] The remainder were cared for in facilities directly operated by the city. Eight thousand children were in placement outside of New York City, including 1,000 in placements outside New York State.

Ethnicity — The percentage of minority children in the foster-care population rose from 58.5% in 1960 to 74.5% in 1970 and to 84.0% in 1979. In June 1979 56.5% of the children were black, 21.4% Puerto Rican, 1.6% other Hispanic, and 4.5% were other or unknown (Colorplate Q, Figure 2, Appendix Table 97).

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[15] It should be noted that, beginning in 1977, part of the drop may be due to data reporting problems incurred in conversion to an automated reporting system.

[16] N.Y. State Dept. of Social Services, *Statistical Supplement to Annual Reports*.

[17] See Chapter 1, p. 33 for a discussion of changes in the child population.

[18] U.S. Bureau of the Census, *1970 Census of Population*, PC(1)-B34 (New York), Tables 20 and 26; and "Demographic, Social, and Economic Profile of States: Spring 1976," *Current Population Reports*, Series P-20, No. 334, January 1979, Table 1. It is important to note that rates for 1976 are slightly overstated since the institutionalized population is excluded from the base from which rates were calculated.

[19] Children's Defense Fund, *Children Without Homes*, Washington, D.C., 1979, p. 2, footnote 2. There are no official national figures on children in foster care. The 1970 census indicated that there were 247,000 U.S. children in institutions and another 160,000 in group quarters other than institutions, and that 434,000 were in households headed by people to whom they were not related. The numbers of these children who were in foster care is not known.

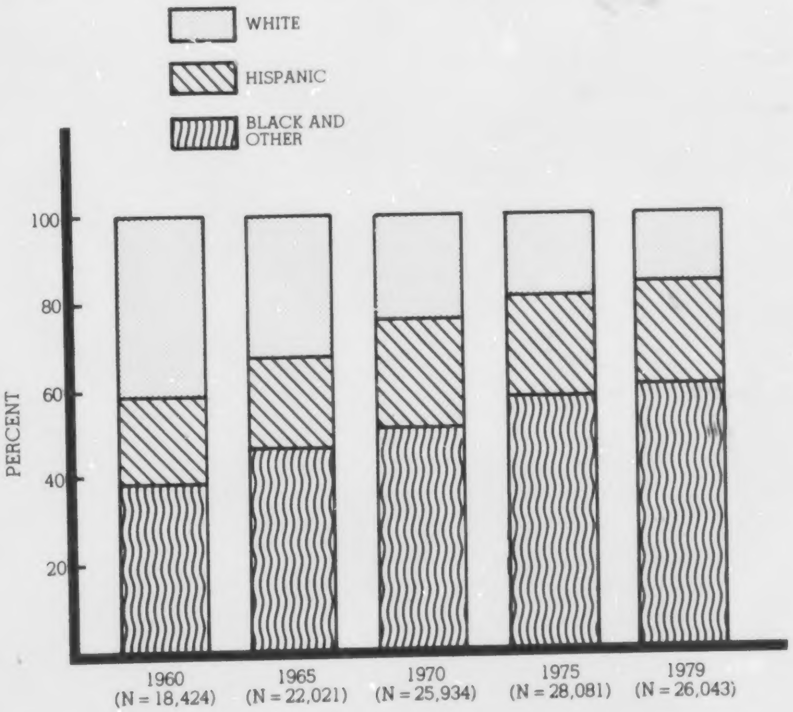
[20] U.S. Bureau of the Census, "Population Profile of the United States: 1977," *Current Population Reports*, Series P-20, No. 324, April 1978, Table 6.

[21] Except when otherwise indicated, the figures reported for the foster-care population are based on the total foster-care caseload. This figure includes not only those cases that are actively in care, but also those cases in which the child is legally counted as part of the foster-care caseload, but physically is not, at that moment, in a foster-care facility. These children may be home on trial discharge, AWOL, or in a non-foster-care facility such as a hospital or a mental-health or correctional institution. We use the overall figures to be able to compare present figures with those of past years, when the active caseload was not reported separately.

[22] "Redirecting Foster Care: A Report to the Mayor of the City of New York," June, 1980.

N.Y.C. population changes were not responsible for the increase in the percentage of black[23] children in foster care. Their *rate* of placement had increased from 22.9 per 1,000 in 1970 to 26.2 per 1,000 in 1976.[24] The placement rates for other children had also increased during the same period, but not by as much. The rate for non-Hispanic white children rose from 5.4 to 6.4 per 1,000 and for Hispanic children the placement rate increased from 14.6 to 15.3 per 1,000. Thus, in 1976 a black child was four times more likely than a white child, and almost twice as likely as a Hispanic child, to be living away from his family in foster care.

Figure 2. N.Y.C. Children in foster care, by ethnicity, selected years, 1960 to 1979



Source: See Appendix Table 97.

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[23] Prior to 1975, data on black children were not reported separately. They were grouped with Asians, American Indians, children of interracial or other backgrounds, and those for whom ethnicity was unknown or not reported. To permit comparison with these pre-1975 data, the same grouping has been used in the analysis of more recent data.

[24] Child Welfare Information Services, Inc., *New York City Reports*, December 31, 1976, Series A, Table 2; 1970 placement rates were calculated using an adjustment of population data reported in: Blanche Bernstein, Donald A. Snider, and William Meezan, *A Preliminary Report: Foster Care Needs and Alternatives to Placement: A Projection for 1975-85*, N.Y. State Board of Social Welfare, June 1975; Foundation for Child Development analysis of 1976 Survey of Income and Education.

Religion — The religion of children in foster care has also been changing. Between 1976 and 1979, probably as a result of ethnic changes, the percentage of Catholic children in care has decreased steadily, while the percent who are Protestant has increased (Appendix Table 98). As of June 1979 46.5% of the N.Y.C. children in foster care were Protestant, 41.1% were Catholic, and 3.5% were Jewish.

Age — The age distribution of children in foster care has undergone a dramatic change during the 1970s, with an increasing proportion of the population being made up of teenagers (Colorplate R, Appendix Table 99). As of June 1979 55.0% of the children in care were 12 years of age or older, as against 32.2% in 1970. Their number increased by more than 70%, from 8,338 in 1970 to 14,316 in 1979. While the majority of the older children in care as of December 1978 had entered care before the age of 12, the percentage who had done so had declined to 59% from 69.5% of 12-and-overs in care as of December 1975.[25] Overall, the percent of the foster-care population who had entered care at age 12 or over increased from 15.2% in 1975 to 22.8% in 1978 (Appendix Table 100). The increase in the size of the 12 and older foster-care population at a time when the 12 to 18 population in the city was shrinking resulted in a doubled placement rate from 11.4 per 1,000 in 1970 to 23.2 per 1,000 in 1976 (Table 1).

During the period 1970 to 1979, the percent of the foster-care population aged 6 to 11 decreased from 35.6% to 25.7% and the percent of children under 6 dropped from 32.2% to 19.3% (Appendix Table 99). The number of under-6s in foster care dropped by almost 40%. This group had also shown the greatest decrease (−23%) of any age group in New York City between 1970 and 1976. The placement rate, therefore, showed only a moderate decrease, from 11.3 to 8.6 per 1,000 between 1970 and 1976 (Table 1).

Table 1 — Foster-care placement rate by age, N.Y.C., 1970 vs. 1976

		Age		
	Total	*Under 6*	*6-11*	*12 and over**
Total population under 18				
1970	2,234,819	743,169	758,239	733,411
1976	1,877,000	574,000	658,000	645,000
Foster-care population				
1970	25,934	8,361	9,235	8,338
1976	28,627**	4,965	8,579	14,971
Placement rate***				
1970	11.6	11.3	12.2	11.4
1976	15.3	8.6	13.0	23.2

*Foster-care population includes children up to age 22. In 1976 2,224 children (7.8%) were 18-22 years old.
**Includes 112 children for whom age was not reported.
***Rate per 1,000 population under 18.

Source: U.S. Bureau of the Census, *1970 Census of Population,* PC(1)-B34 (New York), Table 24;
Foundation for Child Development analysis of 1976 Survey of Income and Education;
N.Y.C. Dept. of Social Services, Bureau of Child Welfare, *Summary Analysis,* December 31, 1970;
Child Welfare Information Services, Inc., *New York City Reports,* December 31, 1976, Series A, Table 4.

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[25] Child Welfare Information Services, Inc., Series A, Tables 4 and 5. Data on age at entry are not available prior to 1975.

Reasons for placement

Children's case histories tell of family crisis and conflict. Frequently they indicate a failure on the part of other social-service systems to deal effectively with the serious problems facing many of these families. Most are poor. According to Special Services for Children more than 70% were on public assistance in 1979.[26]

More children are placed in foster care as a result of family difficulties than of child-related problems (Appendix Table 101). For the children in care in June 1979, only 25.2% of the original reasons given for placement relate to the physical, mental, or behavioral problems of the child.[27] Unacceptable behavior by the child at home was cited for 17.3% of the children and unacceptable behavior at school for 13.5%.

Also high among the initial reasons for placement were the family's (usually the mother's) inability to cope (cited for 38.0% of the children in care in June 1979), parent-child conflict (11.2%), neglect (15.3%), and abandonment (8.5%). Inadequate housing was given as a reason for 6.4% of the children and inadequate finances for 3.1%.

Older children are more likely to be placed in care as a result of their own problems. While child-related problems made up only 5.6% of the reasons for placement of children under 6, they accounted for 34.3% of the reasons for children 14 and over. Their own problems are also more often the placement reason for children from two-parent families than for children from single-parent families, for more white than black and Hispanic children, and for a larger percentage of Jewish than Protestant and Catholic children.[28]

Reports of "services" needed by children in care seem to indicate an increasing number of disturbed and retarded children among the foster-care population (Appendix Table 102). Between 1975 and 1979 the percentage of children in foster care needing special education rose from 16.2% to 26.6%. While 17.3% needed remedial education in 1975, 27.9% needed it in 1979. Moreover, the percentage of children needing psychotherapy doubled during those years, from 12.5% to 24.4%.[29]

As of June 1979, 4.1% of the children in foster care had been adjudicated

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[26] The Office of Research of the N.Y. State Dept. of Social Services no longer provides such information on foster children and their families as: the percentage born out of wedlock; whether both parents are living, and their current marital status.

[27] While the data available on the reasons for placement give a rough picture of the problems facing children and families involved in the child-welfare system, the data themselves are somewhat unreliable in that:

a. Uniform definitions of problem categories are not used.
b. More than one reason for placement may be given, and they are not weighted as to their importance.
c. For a variety of reasons, the actual reason for placement may not be reported.
d. The data are unaudited.

[28] Bernstein, Snider and Meezan, *Foster Care Needs and Alternatives to Placement*.

[29] In her presentation of the State Department of Social Services budget for 1981 (February 26, 1980), Commissioner Barbara Blum stated: "While the foster care population is declining, we are finding an increase within that system in the number of children with emotional and behavioral problems requiring care. Our current foster-care system is not entirely prepared to meet such needs. We are, therefore, requesting funds for a total of 350 critical care beds."

PINS (persons in need of supervision), and 2% had been adjudicated delinquents. 17.5% were placed due to neglect and 1.0% had been abused.[30]

Form of care

Whether under private or public auspices, the actual residences of foster-care children are varied. In June 1979 58.2% of the children were in some kind of family boarding home; 22.9% were in large congregate-care facilities; 9.8% were in group homes; and 9.0% were in homes that planned to adopt them (Appendix Table 103). The percentage of children in institutional care has dropped from 43.5% of all children in foster care in 1960 to 22.9% in 1979. There has been a 26% drop from 8,014 to 5,963 in the number of children in such care. While the number of children in adoptive homes has increased during the period, the decrease in the institutional population would appear to be due largely to the development of group homes as an alternative to institutional placement.

Older children were more likely to be placed in institutions than younger children: 39.1% of the 14- to 17-year-olds and 25.5% of the 10- to 13-year-olds were in institutions in June 1979 in comparison with 9.5% of the 6- to 9-year-olds and 2.4% of the under-6s (Appendix Table 104). Yet in 1979 500 of the children placed in institutions were under 10 years of age, an age range considered to be too young to be in these facilities. The majority of children in this age range were, however, placed in boarding homes: 88.1% of the under-2-year-olds, 84.4% of the 2- to 5-year-olds and 74.2% of the 6- to 9-year olds. While the majority of children of all ethnic groups were placed in boarding homes, black children were most likely to be placed in this type of setting.

Just what considerations lead to what type of placement is difficult to assess. Clearly, religious preference[31] is a factor. The availability of facilities to care for children with special needs also affects placement decisions. According to Child Welfare Information Services, Inc. (CWIS) reports, based on agency reporting, 67.8% of all children in care as of June 1979 were in "desired" programs.[32,33]

Quality of care

Very little is known about the quality of care provided for children once they enter the child-welfare system. For example, no regular reports are made as to whether they receive the basic social and psychological nurturing necessary for healthy development. Nor is information available on their performance in school, or on the adequacy with which they are housed, clothed, or fed. A 1977 study found that almost 12% of the children surveyed improved socially and emotionally during their years in foster care.[34] The improvement was related to the quality of the foster home, and particularly to warm, caring foster parents, and to the provision of needed psychological or psychiatric services. However, almost 20% of the children surveyed "deteriorated markedly (during placement) with respect to social and emotional well-being, e.g., developed severe anxiety, chronic eneuresis, constant nightmares, or severe hyperactivity." The factors that seemed related to this deterioration were the length of time spent in foster care and the number of different homes in which the child was placed.

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[30] Child Welfare Information Services, Inc., *New York City Reports*, Series A, Table 11.

[31] New York State law requires that "wherever practicable: children be placed in institutions or homes of their own religious background."

[32] For one out of five children in care no desired program was indicated. Child Welfare Information Services, Inc., *New York City Reports*, June 1979, Series A, Table 33.

[33] A study of children in care in October 1974 found, on the basis of case reading, that almost 43% of the children studied were, in the light of program needs, "inappropriately" placed. Age, ethnicity, and religion of the children had significant bearing on the likelihood that they would be placed in inappropriate settings. For example, only 46% of the children aged 15 to 18 were appropriately placed, compared to 72% of the children under 3. Only 52% of the black children and 53% of the Hispanic children were in suitable programs as contrasted to 69% of the white children. Seventy-seven percent of the Jewish children were placed in appropriate facilities, compared to 59% of the Catholic children and 51% of the Protestant children. (Bernstein, Snider, and Meezan, *Foster Care Needs and Alternatives to Placement*.)

Many children are placed in foster care for being neglected or maltreated by their families, but they are not necessarily safe from abuse and maltreatment while in care. A 1979 report by City Council President Carol Bellamy's office found that in the first nine months of the year, five children in foster care had died from alleged maltreatment. Seventy-six cases of abuse and maltreatment were confirmed, as were six cases of sexual abuse.[35] The 1978 annual report on N.Y. State child protective services shows 66 N.Y.C. cases of confirmed child abuse and maltreatment in which foster parents were the perpetrators.[36]

Child development experts stress that frequent interaction with parents is necessary to maintain the child's familial relationship. The city's visiting policy for children in foster care states that one parental visit per month is insufficient and that more frequent visits should be encouraged.[37] In December 1978, however, 1,208 or 14.6% of the children who were expected to return to their parents eventually had had *no* visits at all during a previous six-month period (Appendix Table 105). An additional 46.7% had less than an average of one visit per month with their parents. At the same time, however, 20.5% of the children whose discharge goal was adoption *had* been visited in the last six months.

Time in care

The median time children in foster care in 1979 had been in placement was three years, three months in comparison to four years, one month as of 1975[38] (Table 2). The length of time children actually spend in foster care is understated due to the fact that only the time children are continuously in care is counted in these figures. For example, a child who has spent five years in care, is discharged for 90 days or more and then returned to foster care for two years, will be described as having spent only two years in care. Even so in 1979, 31.3% had been in care six or more years and 15.8% for ten or more years.

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[34] An audit of a random sample of 172 child case records and other materials at five representative agencies. N.Y.C. Comptroller's Office, *The Children Are Waiting: The Failure to Achieve Permanent Homes for Foster Children in New York City*.

[35] Office of the City Council President, *Child Abuse in Foster Care*, New York, 1979.

[36] N.Y. State Dept. of Social Services, *Child Protective Services in New York State: Annual Report 1978*, Table 7.

[37] New and more explicit regulations for family visits are being prepared by SSC.

[38] For median time in care at discharge see Appendix Table 108 and Figure 3.

Table 2 – Children in foster care by length of time in care, N.Y.C., 1975 to 1979

Years in care	*1975*	*1976*	*1977*	*1978*	*1979*
Total	28,055	28,243	27,873	26,721	25,855
Under 2	29.0%	33.1%	34.2%	35.5%	36.8%
2-5	35.6	33.1	32.5	32.3	31.9
6-9	17.2	16.0	16.3	16.2	15.5
10-21 +	18.2	17.8	16.9	16.0	15.8
Median (years, months)	4,1	3,9	3,6	3,4	3,3

Note: Data are as of December 31 of year indicated, except for 1979 which are as of June 30.

Source: Child Welfare Information Services, Inc., *New York City Reports,* 1975 to 1978, Series A, Table 6.

The situation is especially serious for young children. A recent study showed that as of December 31, 1977, the 6,000 children who had entered foster care as infants or toddlers showed a mean of seven years, five months in care.[39] In 1978 56.8% of the children 2 to 5 years old had been in care for two or more years, and 30.1% of the 6- to 9-year-olds for over five years (Appendix Table 106).

While there are no overall figures available on the number of different placements children experience while in foster care, a recent report found that 55% of the children studied had undergone two or more placements, and 29% had had three or more during their stay with the agencies studied.[40]

After foster care

Between 1976 and 1978, the percentage of children in care discharged annually rose from 17.6% to 22.2%. While the percent discharged to all destinations rose, over half of the overall increase was the result of the discharge of more children to parents or relatives. The annual percentage put on trial discharge also increased from 8.8% to 14.0% (Appendix Table 107). Thus, more than one out of three of the children in care during 1978 was no longer in care by the end of that year. During 1978 9,293 children were discharged from foster care (Appendix Table 108). Almost 59% went home to their parents (51.1%) or relatives (7.7%); 10.4% were adopted; 13.2% were discharged as adults; and 6.2% were simply labeled AWOL, because their whereabouts were unknown. The remaining 11.4% were recorded as "other."

One-third (32.9%) of all children discharged had been in care for less than one year. Of these, 71% went home to parents (60.7%) or relatives (10.2%) and 11.5% went AWOL. Recent data show that of 284 over-12-year-olds placed in temporary care and discharged within six months, 102 were "discharged to AWOL."[41]

Half of the children discharged from foster care during 1978 were 14 years of age or older. Older children are less likely to return home or to be adopted than are younger children. Of those children discharged, Hispanic children were the

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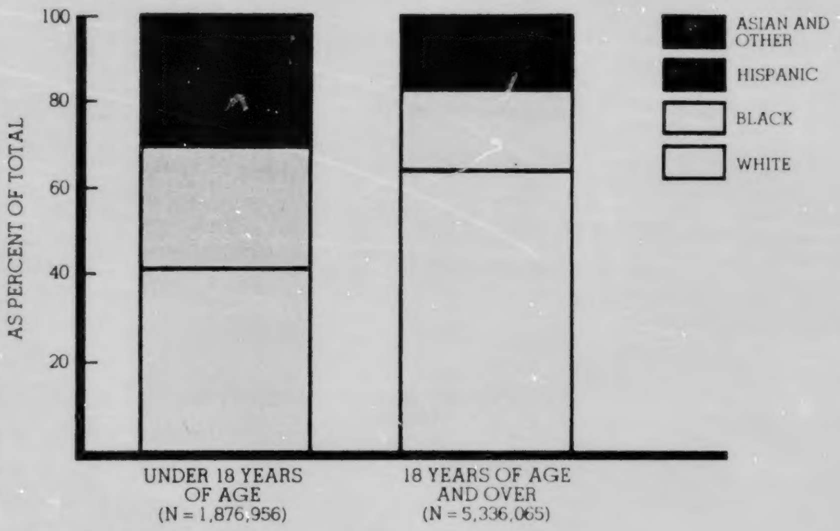
[39] David Fanshel, "Pre-Schoolers Entering Foster Care in New York City: The Need to Stress Plans for Permanency," *Child Welfare*, Vol. LVIII, No. 2, February 1979.

[40] N.Y.C. Comptroller's Office, *The Children Are Waiting*, p. 11.

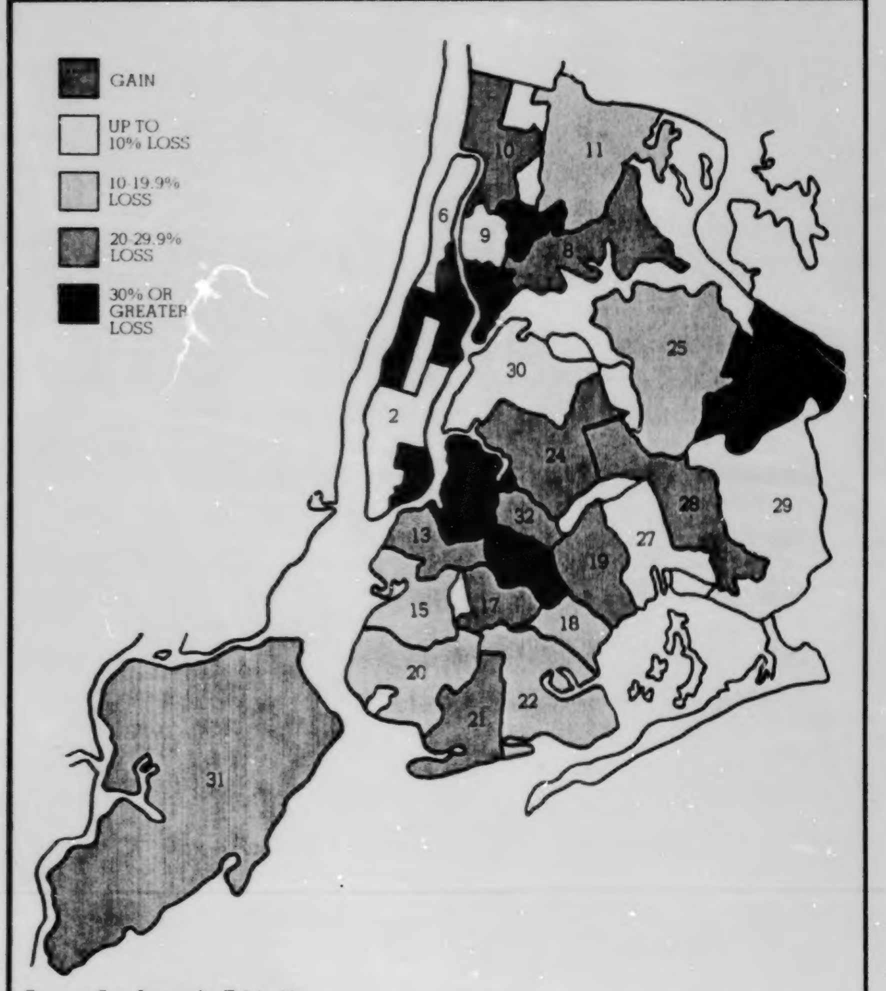
[41] Citizens' Committee for Children of New York, Inc. study of placement of over-12-year olds, study in progress.

Colorplate A. Child and adult population, by ethnicity, N.Y.C., 1976



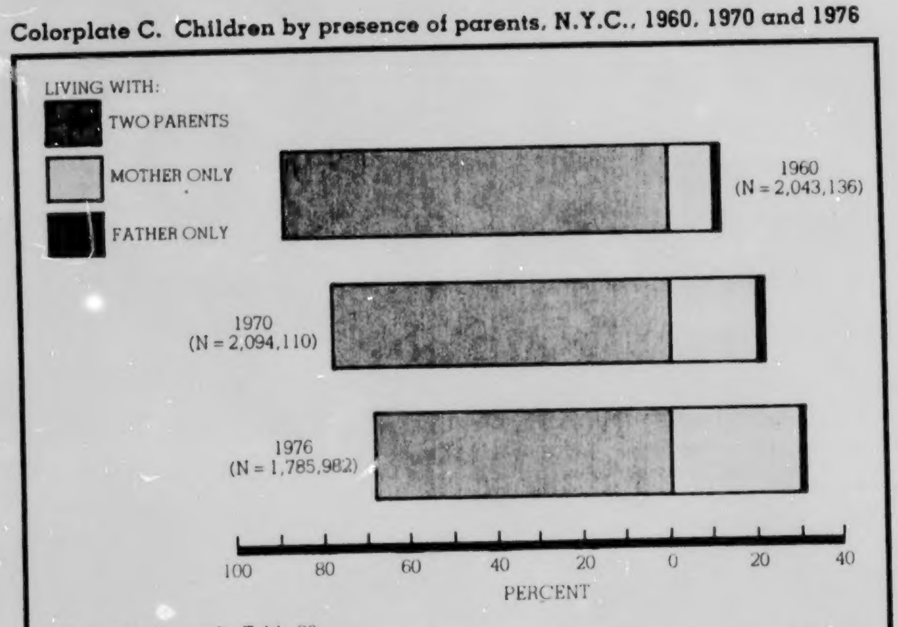
Source: See Appendix Table 3.

Colorplate B. Change in enrollment in public elementary and junior high schools, by school district, N.Y.C., 1970-71 to 1978-79


GAIN
UP TO 10% LOSS
10-19.9% LOSS
20-29.9% LOSS
30% OR GREATER LOSS
10
11
6
9
8
25
30
2
24
29
28
32
13
27
19
15
17
18
20
22
21
31

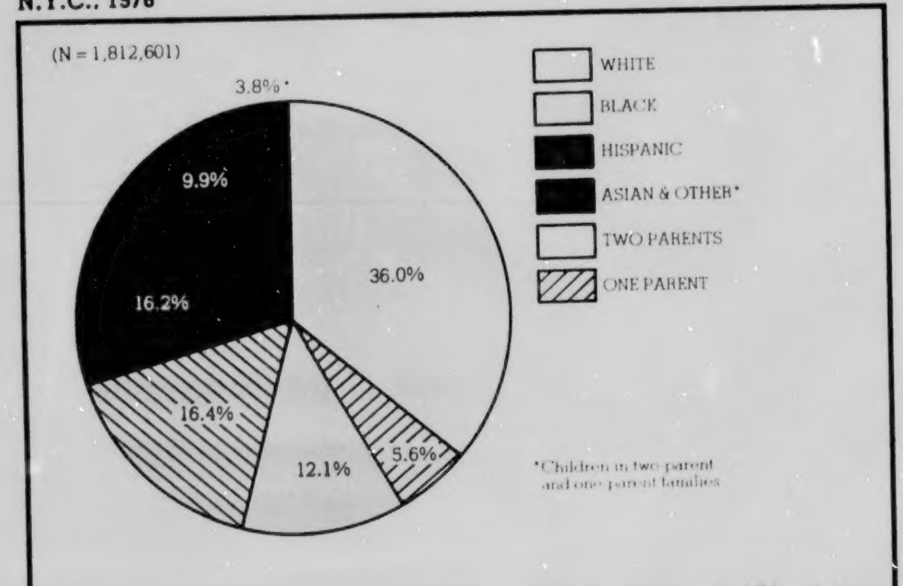
Source: See Appendix Table 19.

Colorplate C. Children by presence of parents, N.Y.C., 1960, 1970 and 1976



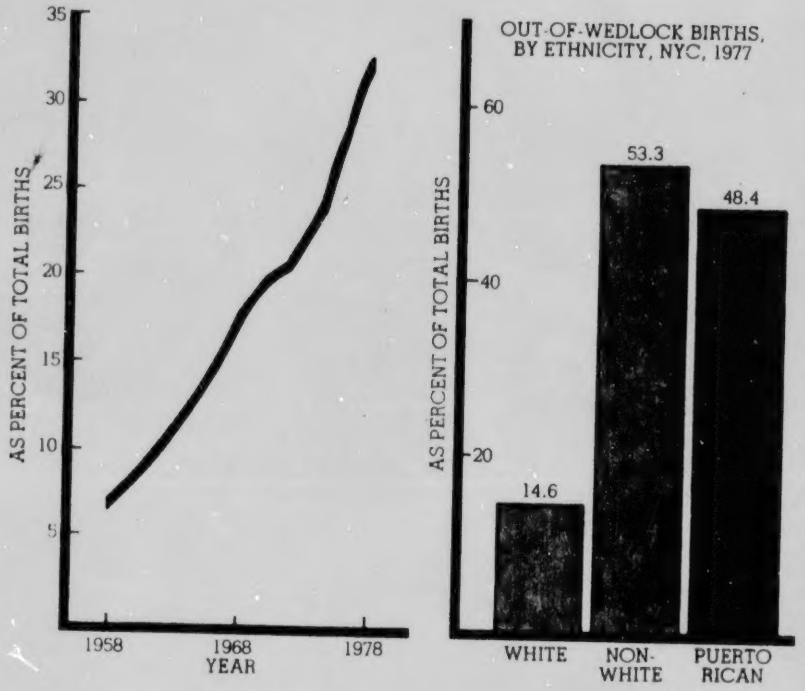
Source: See Appendix Table 26.

Colorplate D. Children living with one vs. two parents by ethnicity, N.Y.C., 1976



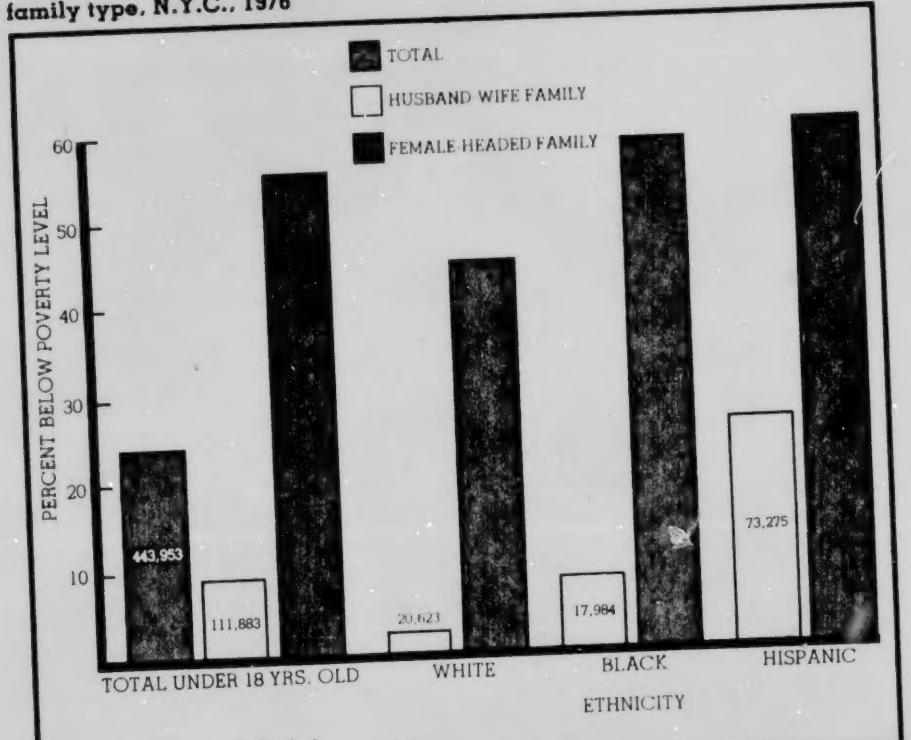
Source: Foundation for Child Development analysis of 1976 Survey of Income and Education.

Colorplate E. Trend in percent of births out of wedlock, N.Y.C., 1958 to 1978, and by ethnicity, N.Y.C., 1977



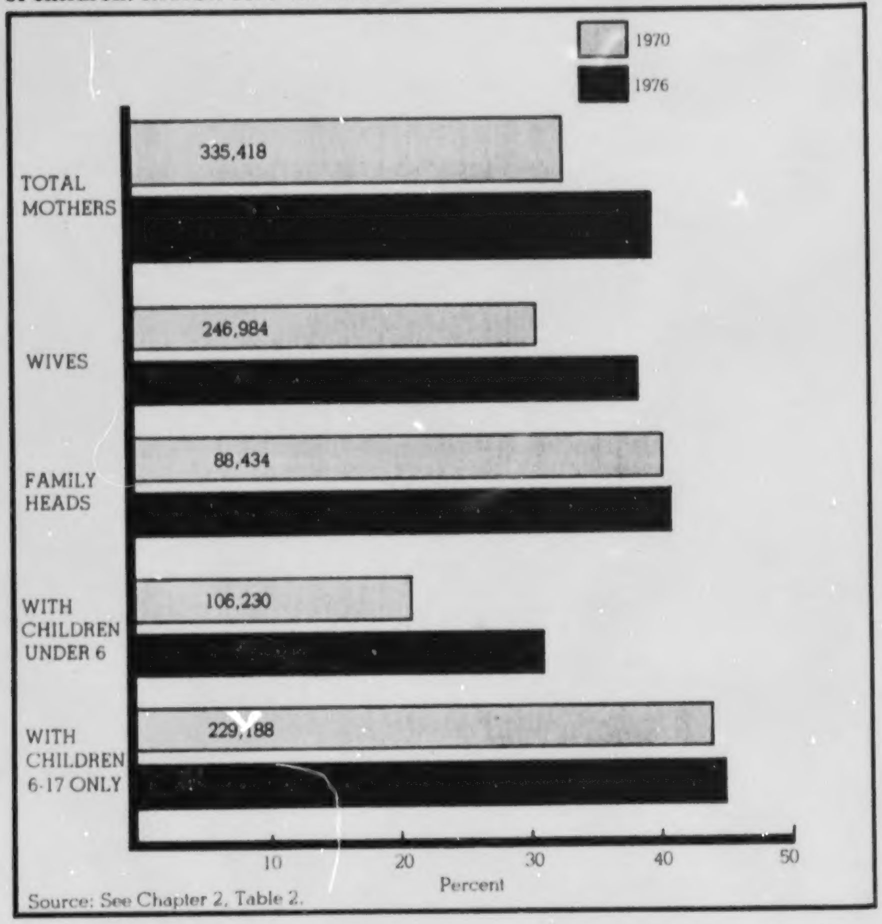
Source: See Appendix Tables 29 and 30

Colorplate F. Children living in poverty in 1975, by ethnicity and family type, N.Y.C., 1976



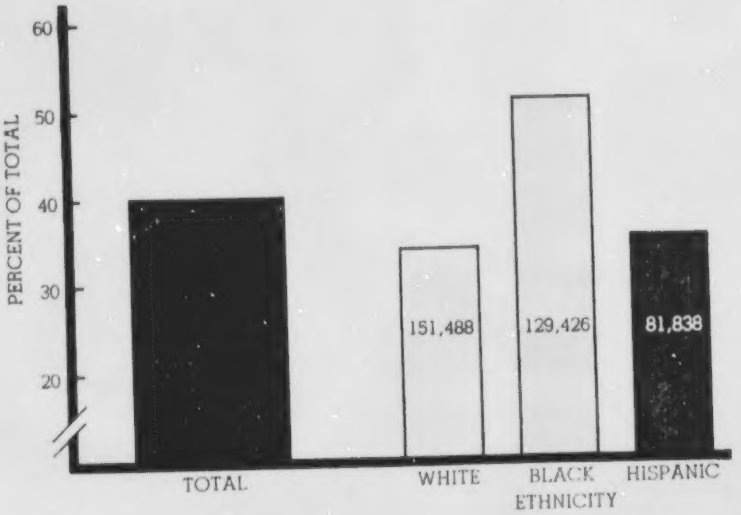
Source: See Chapter 2, Table 1.

Colorplate G. Mothers working or looking for work, by family type and age of children, N.Y.C., 1970 vs. 1976



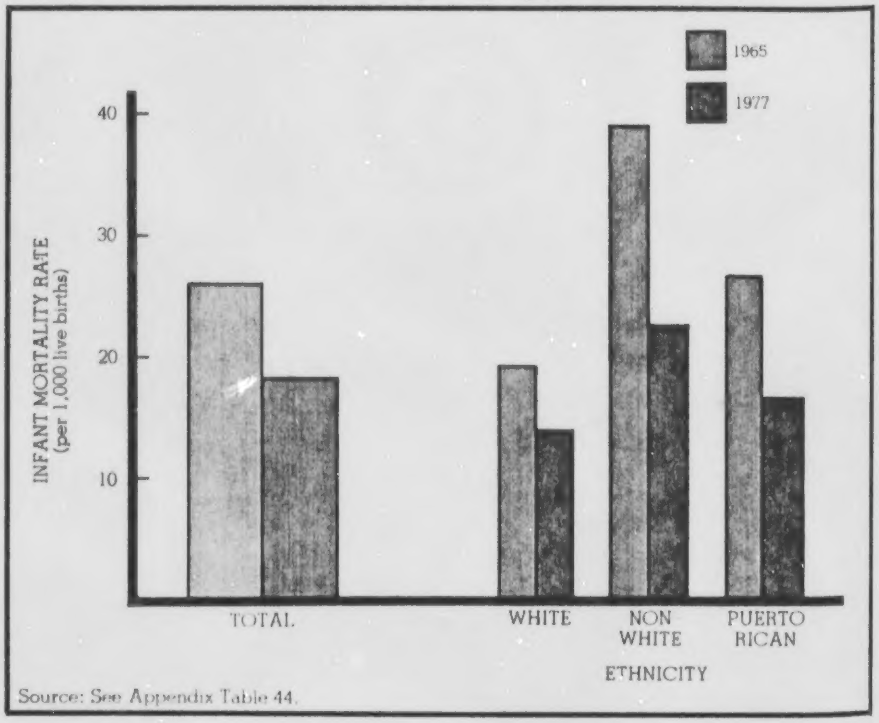
Source: See Chapter 2, Table 2.

Colorplate H. Mothers working or looking for work, by ethnicity, N.Y.C., 1976



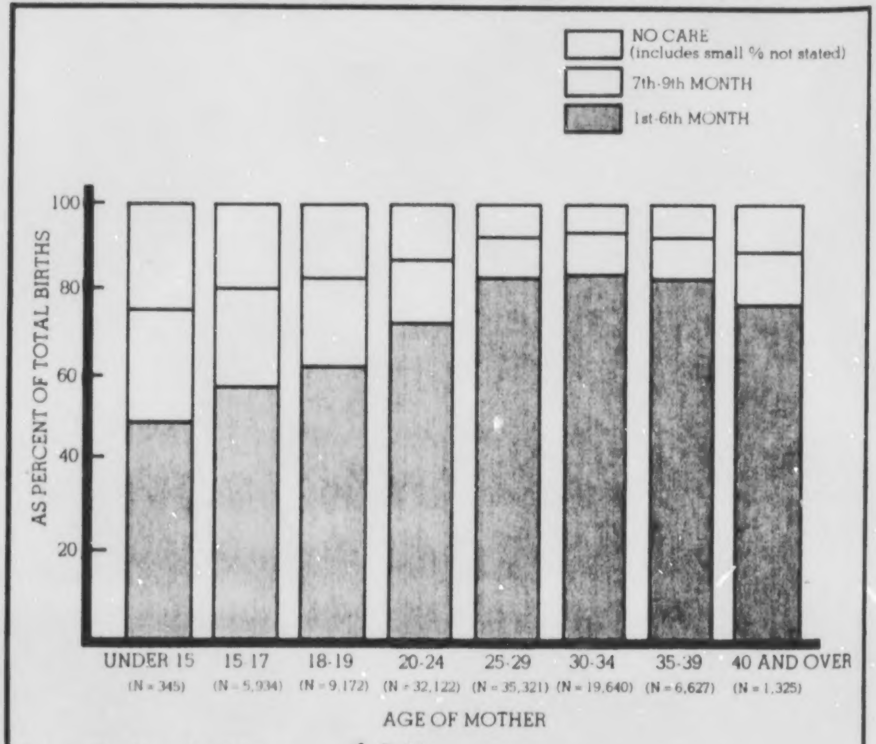
Source: See Chapter 2, Table 2 and Appendix Table 38.

Colorplate I. Infant mortality rate by ethnicity, N.Y.C., 1965 vs. 1977



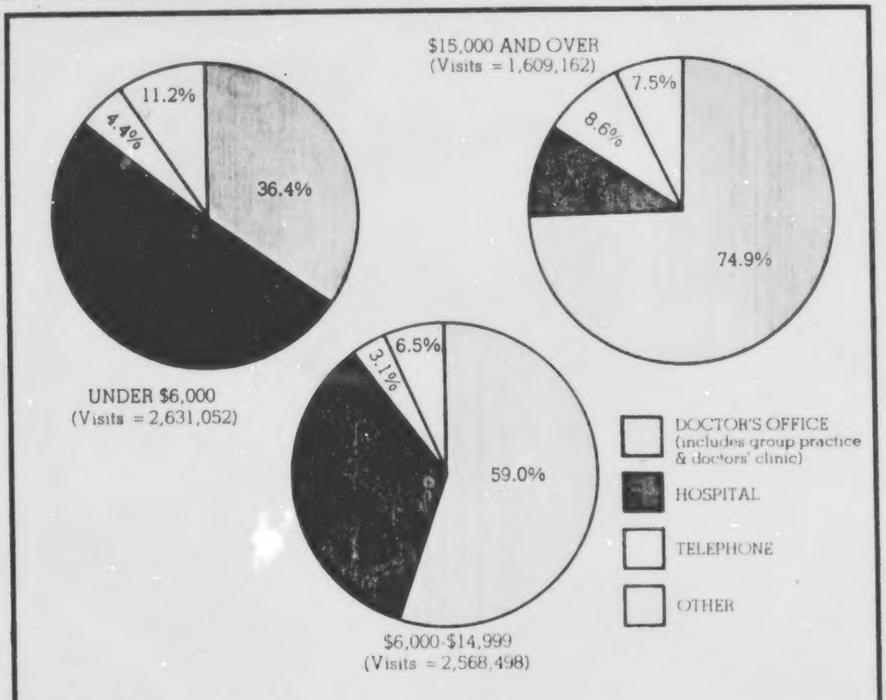
Source: See Appendix Table 44.

Colorplate J. Month of first prenatal visit, by age of mother, N.Y.C., 1977



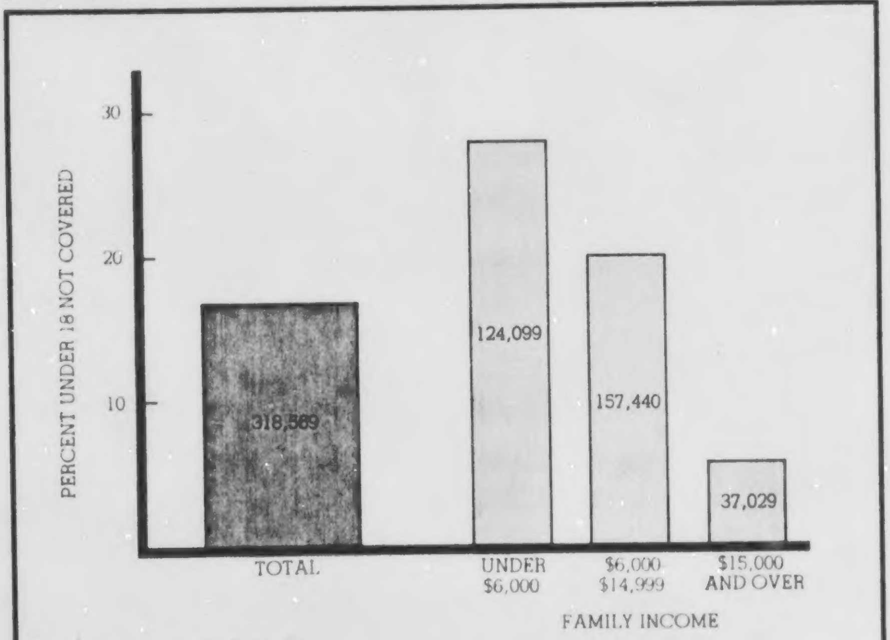
Source: See Appendix Table 47.

Colorplate K. Place of doctor visits for children under 17, by family income, N.Y.C., 1976-77



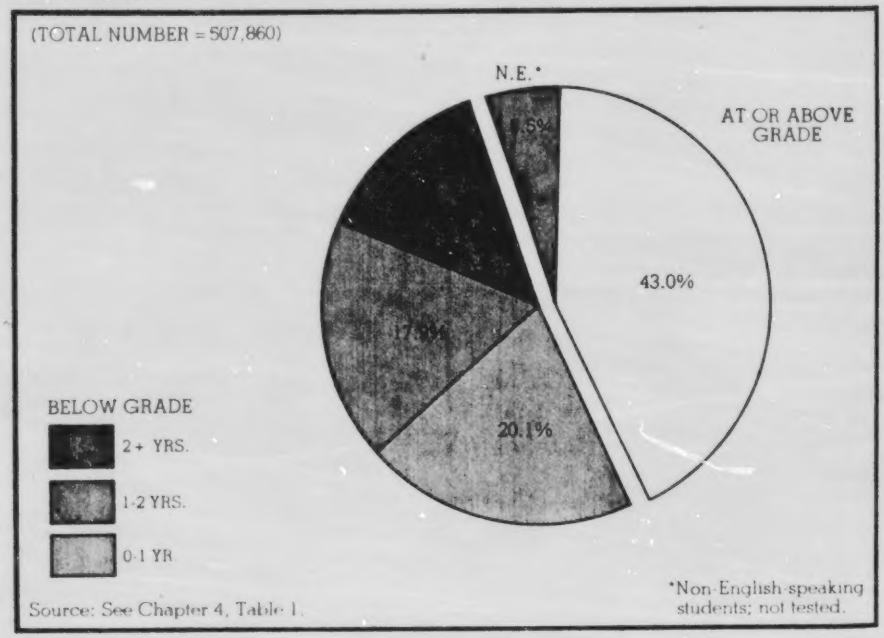
Source: See Appendix Table 58.

Colorplate L. Children not covered by health assistance or insurance plans, by family income, N.Y.C., 1976



Source: See Appendix Table 60.

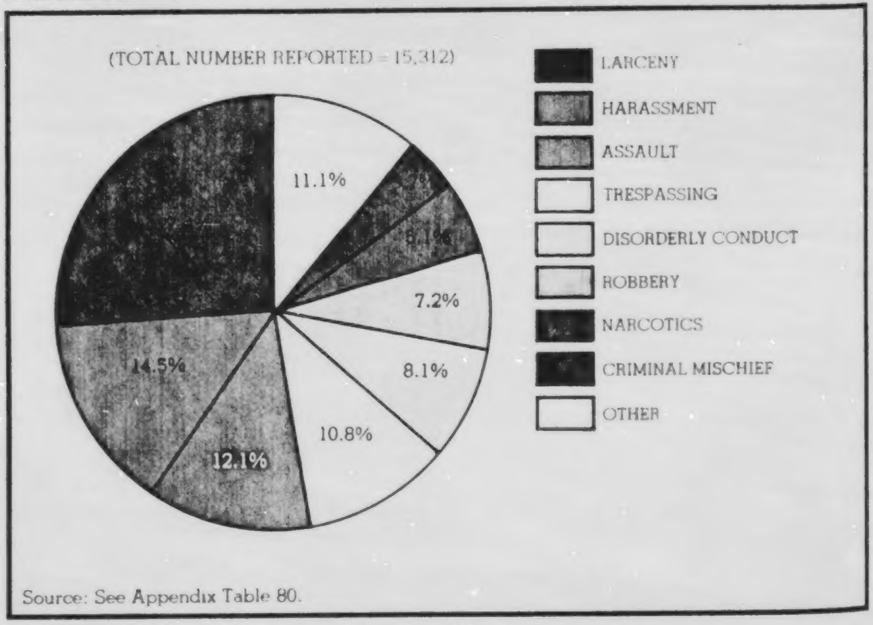
Colorplate M. Pupil reading achievement, N.Y.C. public schools, March 1978.



Source: See Chapter 4, Table 1.

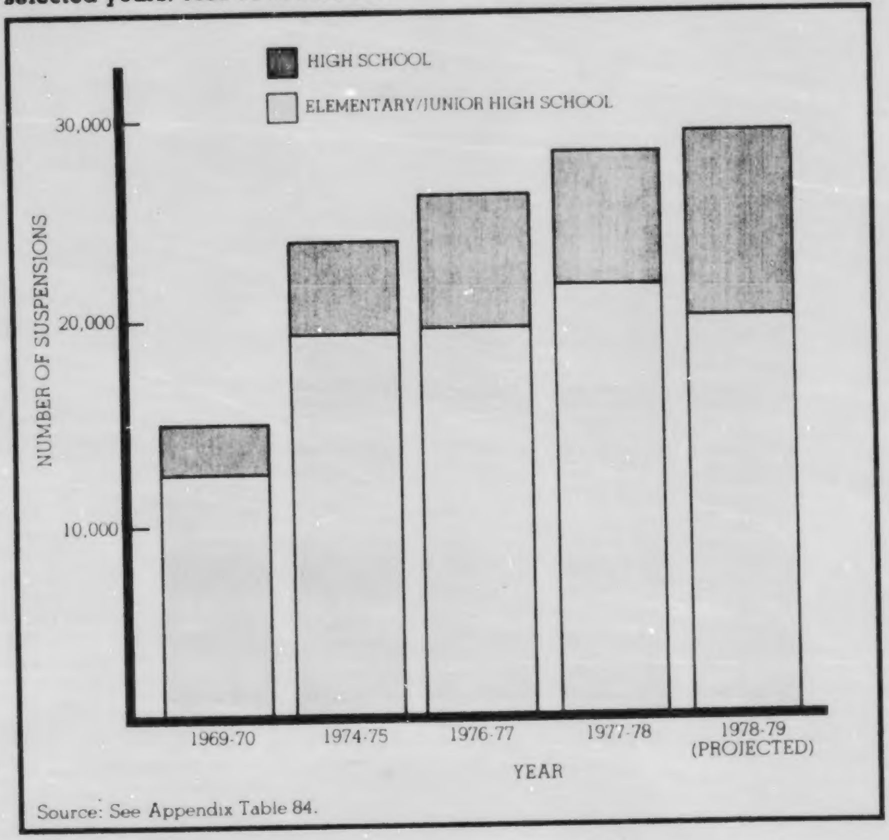
*Non-English-speaking students; not tested.

Colorplate N. Types of reported school crime incidents, N.Y.C. public schools, 1978-79



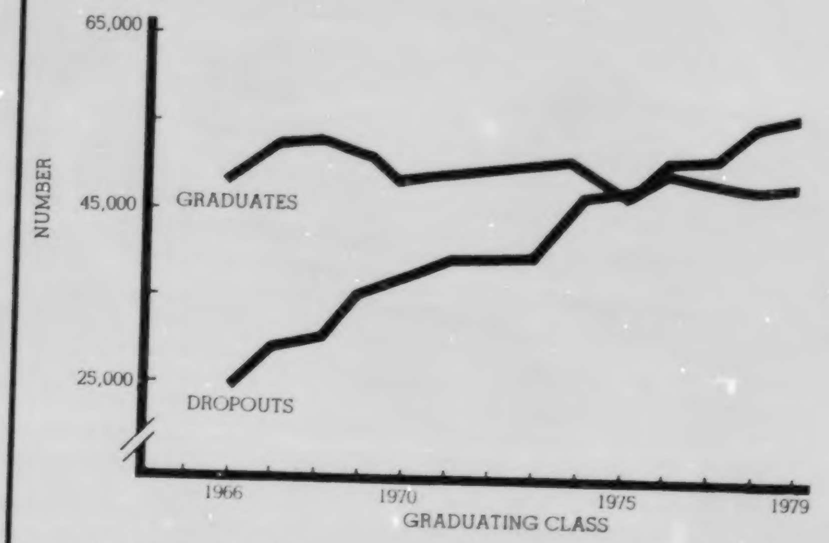
Source: See Appendix Table 80.

Colorplate O. Student suspensions by school level, N.Y.C. public schools, selected years, 1969-70 to 1978-79.



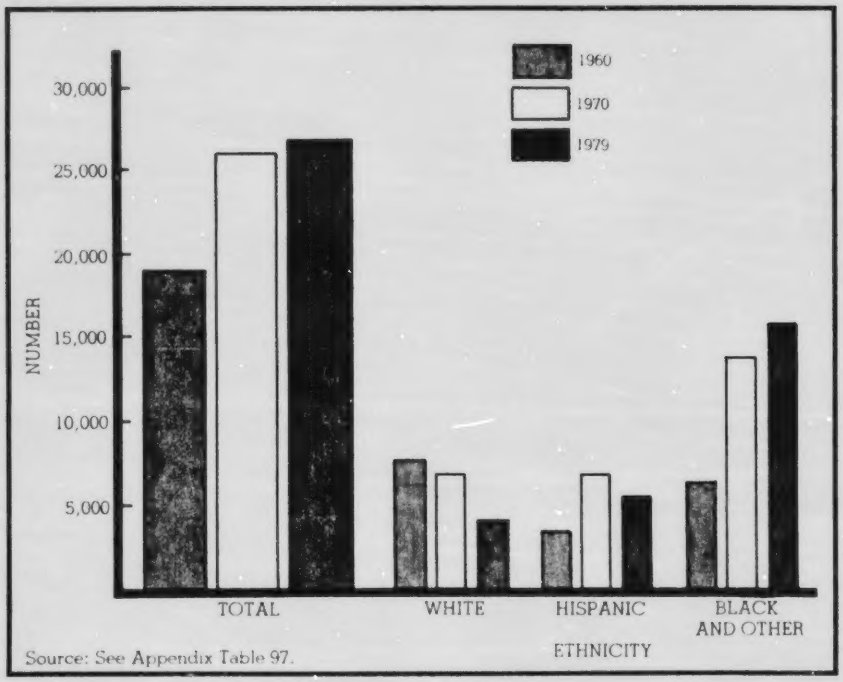
Source: See Appendix Table 84.

Colorplate P. Trend in number of dropouts and graduates, N.Y.C. public schools, graduating classes of 1966 to 1979.



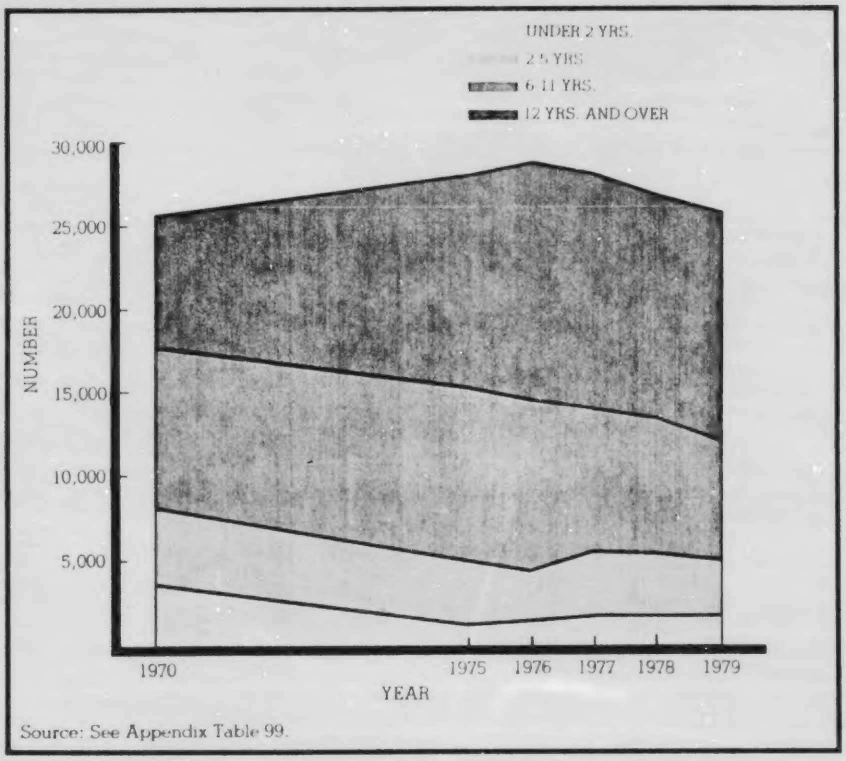
Source: See Appendix Table 88.

Colorplate Q. N.Y.C. children in foster care by ethnicity, 1960, 1970, and 1979



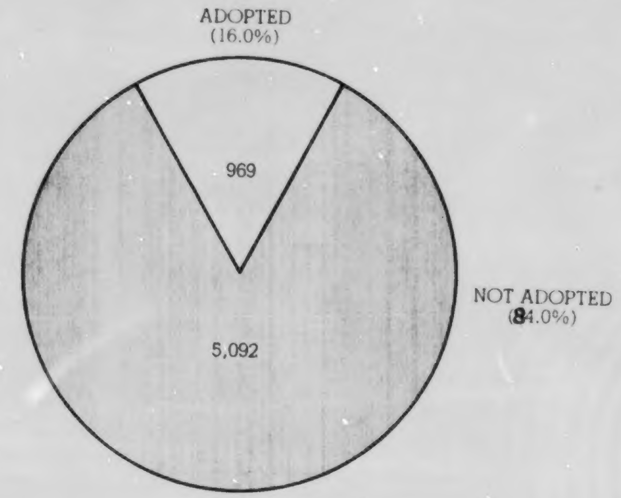
Source: See Appendix Table 97.

Colorplate R. N.Y.C. children in foster care by age, 1970 and 1975 to 1979



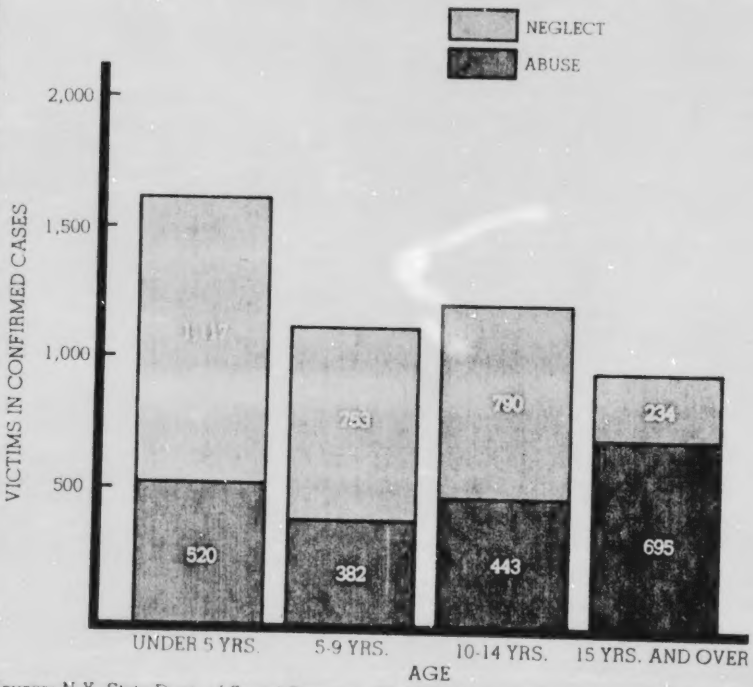
Source: See Appendix Table 99.

Colorplate S. Adoptions during 1978 in relation to total for whom adoption was discharge objective at beginning of 1978, N.Y.C.



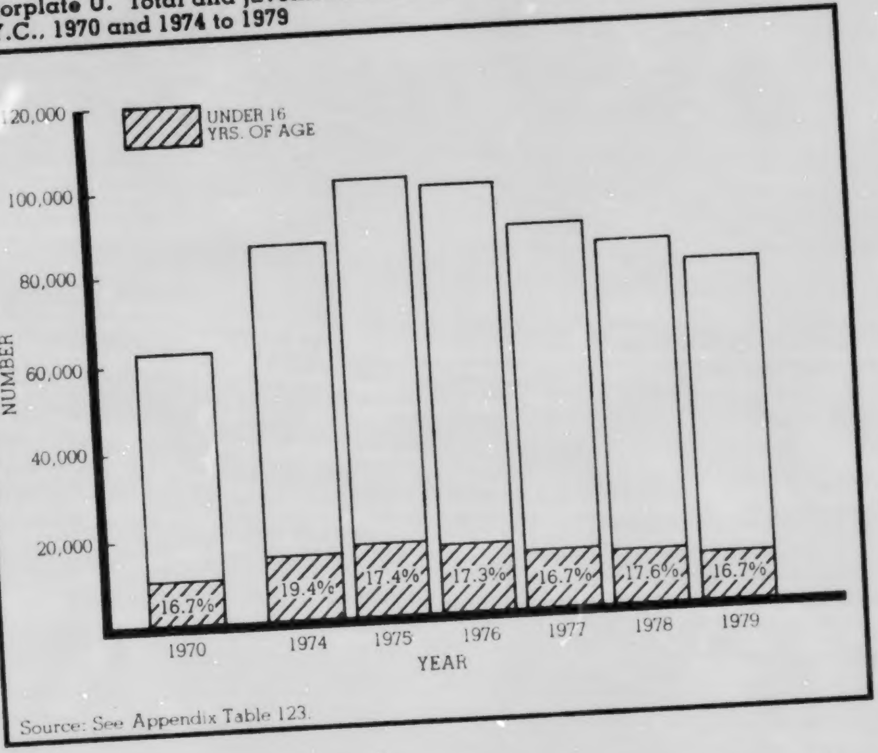
Source: Child Welfare Information Services, Inc., *New York City Reports*, Series A Table 8, December 31, 1977; and Series B, Table 8, December 31, 1978.

Colorplate T. Victims of child abuse and neglect by age, N.Y.C., 1978



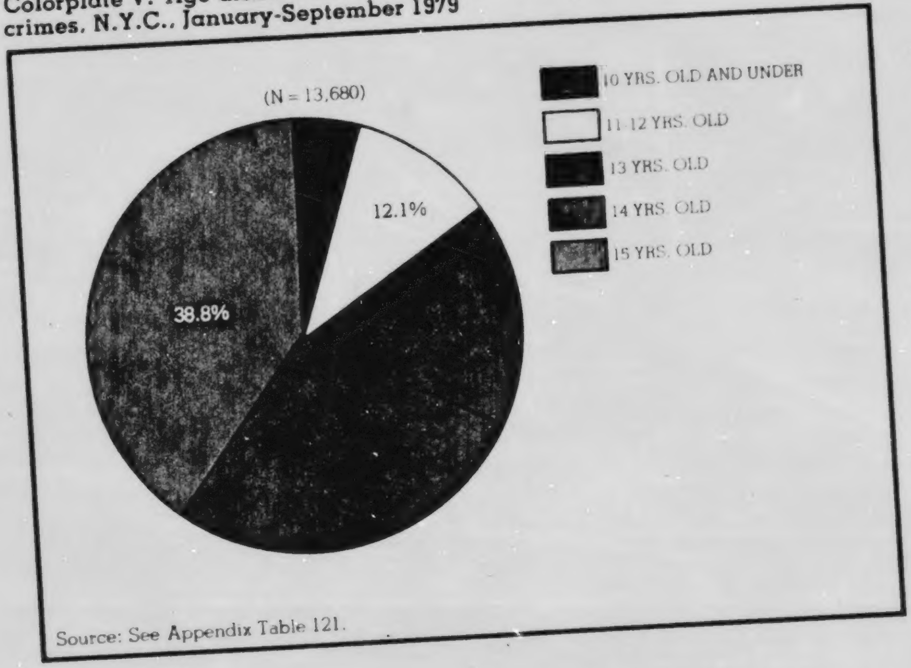
Source: N.Y. State Dept. of Social Services, *Child Protective Services in New York State: Annual Report 1978*, Table 10.

Colorplate U. Total and juvenile arrests for violent and property crimes, N.Y.C., 1970 and 1974 to 1979



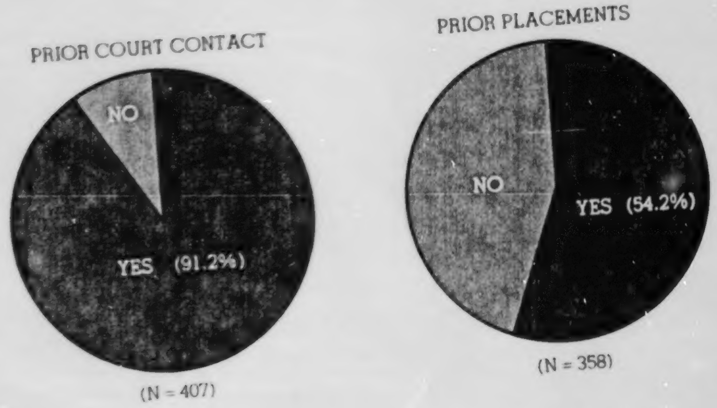
Source: See Appendix Table 123.

Colorplate V. Age distribution of juvenile arrests for violent and property crimes, N.Y.C., January-September 1979



Source: See Appendix Table 121.

Colorplate W. Court history of children referred to Division For Youth, N.Y.C., May 1, 1978-June 30, 1979

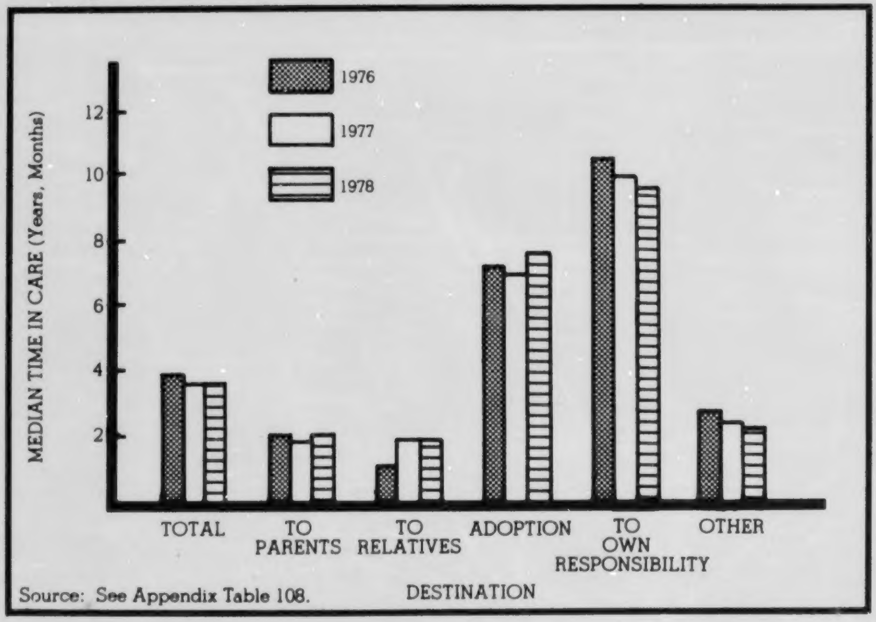


Source: See Appendix Table 135.

most likely to be discharged to their parents; white children were most likely to be adopted.

Discharge data show that from 1976 to 1978 the median length of time N.Y.C. children had spent in foster care before leaving care dropped from three years, nine months to three years, seven months (Figure 3, Appendix Table 108). The decline in the average length of time children spend in care is due largely to the fact that more children are entering foster care as teenagers and therefore spend a shorter period of time in care before they are discharged. Children who returned to their parents still spent approximately the same length of time (two years) before they went home, and those who finally were discharged to their relatives waited longer in 1978 (one year, eleven months) than in 1976 (one year, six months). Children who were adopted during 1978 had been in care almost four times as long as those who went home (seven years, five months), and children who were finally discharged as adults had been in care an average of nine years, five months.

Figure 3. Median time in care for N.Y.C. children discharged from foster care, by destination, 1976, 1977, 1978



Source: See Appendix Table 108.

Adoption — Altogether, 63.8% of the children who were in care on January 1, 1978 were still in care at the end of the year. While overall 36.2% had been either discharged or put on suspended payment, only 3.5% had been adopted (Appendix Table 107).

In spite of the provision of adoption subsidies, liberalized laws regarding termination of parental rights, the existence of a state adoption exchange, and incentive payments for completed adoptions, the number of adoptions in New

York City has not changed appreciably since 1976. The majority of adoptions are by foster families and are subsidized (Appendix Table 109). While the number of these adoptions increased from 636 in 1976 to 681 in 1978, non-subsidized adoptions dropped slightly from 266 to 246 and subsidized non-foster family adoptions declined from 54 to 42.

CWIS reports 1,025 adoptions for the year July 1, 1978 to June 30, 1979 which seems to indicate an increase in the number of adoptions during the first six months of 1979.[42,43]

The length of time children spent in care prior to adoption fluctuated from seven years, three months in 1976 to six years, eleven months in 1977, to seven years, five months in 1978 (Appendix Table 106).

In the year ending June 30, 1979, 9.7% of the adoptions took place in situations where children had been in care less than two years; 35.1% of the children had spent six to nine years in foster care, while 27.3% had been in care for ten or more years.[44]

At the beginning of 1978, adoption was the goal for 6,061 children. By the end of that year only 969 (16.0%) had been adopted (Colorplate S). By December 1978 adoption was the goal for 5,309 children in care, but 3,433 (64.7%) of them were not yet legally free, and in 2,419 (45.6%) of the cases, legal action to terminate parental rights had not been initiated, foreshadowing a wait of years before actual adoption.[45] Even after children are freed, they are placed in adoptive homes only after long delays. In December 1978 there were 1,371 children who had been freed for one year but were not yet in adoptive homes.

Children on their own — As of December 31, 1978, there were 5,255 children 14 years of age and over in foster care who would not be returning to their families but would instead be discharged once they reached 18 years of age.[46] Fifty-four percent of these children entered foster care before they were 10 years old. No information is available on how well they have been prepared to cope once they are on their own.[47]

COMMENTARY

In recent years, as more information has become available about children under care, there has been an increased awareness that in many cases, foster-care placement was being used in response to family problems requiring services other than the removal of the children.

Increasingly, children came from minority families, the majority from families

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[42] Child Welfare Information Services, Inc. *New York City Reports*, June 30, 1979, Series B, Table 8.

[43] *The Mayor's Management Report* shows 1,221 adoptions for the same year (July 1, 1978 to June 30, 1979). (City of New York, *The Mayor's Management Report: Preliminary*, January 15, 1980.) It has been suggested that some of these adoptions (175 more than reported by CWIS) may be the result of late reports of adoptions that took place in prior years.

[44] Child Welfare Information Services, Inc., *New York City Reports*, June 30, 1979, Series B, Table 8 and Series D, Table 6.

[45] *Child Care Indicators Report*, December 31, 1978.

[46] *Ibid.*

[47] A study of persons discharged to their own responsibility after more than five years in foster care is currently being undertaken by Dr. Trudy Festinger of the New York University Graduate School of Social Work.

headed by single mothers, whose needs were not met in a time of rising inflation and cutbacks in city services (described in other chapters). High among the initial reasons for placement was child abuse, neglect and abandonment, the family's (usually the mother's) inability to cope, and inadequate housing and finances. Parent-child conflict and unacceptable home behavior by the child also were often-cited reasons.

In the almost complete absence of services that would assist and strengthen families, removal of children was probably the most effective means in many cases of assuring their immediate protection in family crises. But it hardly constitutes a policy of preserving and strengthening parent-child relationships. The basic needs of families such as more adequate incomes and decent housing cannot be dealt with in terms of preventing child placement. There are services to "at-risk" families, however, that are the legitimate concern of the family and child welfare system.

We do not know exactly what services would help hold families together in critical moments. Nor do we know how many children could or should remain at home if these services were available. But enough experience has been accumulated to warrant investment of funds and efforts in family support services.

Moreover, during recent years a number of critical but constructive reports[48] have created a wide demand for reform of under-care programs. Some far-reaching changes have been mandated.

In May 1979 the New York City Board of Estimate required SSC to incorporate standards of care and goals for children into the fiscal 1979-80 contracts with the voluntary agencies and to apply the same measures to its own direct-care operation. As agency contracts come up for renewal in the future, SSC must assess each agency's performance according to the standards and report its findings to the agency Board of Directors.

A Child Welfare Reform Act was passed by the 1979 New York State Legislature. It mandates that by 1981 service alternatives to placement must be provided in those situations in which a determination has been made that such services could prevent placement and in those in which children who are already in foster care might be returned home if this alternative were available.

Whether these potential reforms will largely be disregarded (the fate of earlier legal mandates and public policies) will mainly depend on two factors: (1) the degree to which specific implementation steps are defined; and (2) the establishment of effective monitoring and accountability systems.

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[48] David Fanshel and Eugene B. Shinn, *Children in Foster Care: A Longitudinal Investigation*, New York, Columbia University Press, 1978; N.Y.C. Comptroller's Office, *The Children Are Waiting*.

HIGHLIGHTS

—Almost 52,000 N.Y. State children are in placement away from their homes. The majority of these are N.Y.C. children, most of whom are in foster care.

—As of June 1979, there were 26,043 N.Y.C. children in foster care. More than 90% of them were in the care of over 70 voluntary agencies, where, typically, more than 90% of the cost of care was paid for by tax funds.

—In 1979 77.1% of all children were in some kind of family boarding or group home; the remaining 22.9% were in congregate institutions. Of the 14- to 17-year-olds, however, 39.1% were placed in institutions.

—More children are placed in foster care as a result of family difficulties than of child-related problems.

—Black and Hispanic children accounted for 79.5% of the 1979 foster-care population.

—In 1979 55.0% of all children in care were 12 years old or older as against 32.2% in 1970.

—The families of more than 70% of the children in care in 1979 were on public assistance.

—In 1978 only 969 of the children under care were adopted, while adoption was the goal for 6,061 of them. Children adopted during 1978 had spent an average of seven years, five months in care.

—As of December 1978, there were over 5,000 children 14 years of age and over in foster care who would never return to their families but would be discharged upon reaching the age of 18. Over half of these children had entered care before they were 10 years old.

6

CHILDREN AND THE LAW

Safety at home, school, and in the streets has become an important indicator of the quality of life for families and children. Children are the victims of abuse and neglect within the home. On the streets they frequently are the victims of crime. On the other hand, they are often the perpetrators of crimes that victimize other children, old people, and families. In this chapter, we present not only current data about children as victims and perpetrators, but also examine the system established to serve as protector of both the child and the community.

CHILD ABUSE AND NEGLECT

Abuse within the family

Large numbers of N.Y.C. children are not safe, even within the confines of their own homes. The exact number who are each year the victims of physical violence, physical and emotional neglect, or sexual exploitation by their caretakers is not known. Yet the magnitude of the problem as reflected in abuse and neglect reports is clear.

In 1978 there were an estimated 615,000 reports of child abuse and neglect made throughout the country, an increase from 416,000 in 1976. It is not known whether this increase reflects a rise in the actual incidence of abuse and neglect or a greater public and professional awareness of the phenomena, with the resulting greater tendency to report suspected incidences to authorities.

While, on the one hand, many suspected cases of abuse or neglect are not upon investigation confirmed, on the other, some real cases undoubtedly are never detected. There are many reasons why abuse may not be reported: inability or unwillingness to recognize abuse as such on the part of those who ought to suspect it, hesitation by physicians and hospital personnel to violate the confidentiality of the patient-doctor relationship, or unwillingness to get involved in court suits.

The reliability of current estimates is further limited by the existing inconsistencies in reporting systems and definitional ambiguities. Reporting of child abuse and neglect is legally mandated in all 50 states, the District of Columbia, and three U.S. territories. A national profile is compiled for the National Center on Child Abuse and Neglect by the American Humane Association (AHA) in Denver. Submission of information by the states to the AHA is, however, voluntary, and there is no uniformity in reporting methods. Some states, for example, count the number of families involved in child abuse or neglect; others count individual child victims.[1]

The New York State Office of Protective Services issues regular annual reports that incorporate N.Y.C. abuse and neglect[2] statistics from the Special Services for Children (SSC) Central Registry. The New York City Central Registry reports show that between 1964 and 1974, N.Y.C. child abuse reports rose from fewer than 300 to more than 3,000, largely due to broadened reporting requirements. Although reporting requirements have not been further expanded since 1974, the number of recorded cases in New York City has continued to grow. Between 1974 and 1978, there was a 76.6% increase in reported cases of abuse (from 3,668 to 6,476). During the same period, reports of neglected children also grew, albeit by only 19.7%, a numerical increase from 18,186 to 21,771 (Appendix Table 110).

It is of little comfort that a smaller percentage of N.Y.C. reports were found upon investigation to be "indicated," i.e., confirmed,[3] in 1978 (46.4%) than in 1976 (53.6%). The number of confirmed cases had grown by 1,000 (Appendix Table 111). The percentage of confirmed reports was higher for New York City than upstate. However, there is some question as to whether N.Y.C. data are comparable to data for the rest of the state.[4]

While separate N.Y.C. data are not available, an analysis of statewide statistics indicates that the likelihood that a report will be confirmed varies with the reporting source. Reports of mandated sources such as police, hospitals, and schools, were much more often confirmed than reports of non-mandated sources such as relatives and neighbors (Appendix Table 112). Relatives and neighbors reported more cases than mandated sources but were more frequently mistaken in their suspicions. Only one-third of their reports of abuse or neglect were confirmed, while for mandated reporters 56% were confirmed.

The abusers — Usually a child abuser is someone close to the child whom the child loves and trusts. The vast majority are parents. N.Y.C. records for 1978 show that only a very small number of abusers, less than 2%, were neither parents, parent substitutes, nor relatives (Appendix Table 113).

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[1] Of the 614,291 reports from 53 states and territories submitted to the AHA in 1978, 191,739 (or 31%) were in the form of individual case data. These were summarized in a report: The American Humane Association, Children's Division, "The National Study on Child Neglect and Abuse Reporting: Highlights of 1978 National Reporting Data." Our use of national figures is based on this report.

[2] According to N.Y. State family law, child abuse occurs when the parent or legal guardian of a child under the age of 18 inflicts, or allows to be inflicted on, or creates a substantial risk of physical injury to the child. Sexual offenses committed against a child are considered to be abuse.

Child maltreatment (termed "neglect" by the Family Court Act) occurs when the physical, mental, or emotional well-being of a child under 18 is threatened due to (1) inadequate food, shelter, clothing, education, or medical care; (2) lack of proper supervision; or (3) abandonment.

[3] In the annual protective services reports of DOSS, "indicated" denotes confirmed.

[4] The Mayor's Task Force on Child Abuse and Neglect (in its *Report to the Mayor*) has stated that the SSC Central Registry is not in compliance with the N.Y. State reporting requirements.

Unfortunately, little is known, beyond their age, sex, ethnicity, and relationship to the child (Appendix Table 113), about the characteristics and life circumstances of adults in New York City who have been identified as child abusers. From data reported by the State Bureau of Child Protective Services, it is, however, possible to estimate that at least half of the N.Y.C. households with abused and/or neglected children are female-headed. As stated earlier in this report, female-headed families are considerably more likely to live in poverty and to suffer from the stresses and generally poor living conditions associated with inadequate income.

The abused — As with abusers very little is known about the characteristics of the N.Y.C. children who are abused and neglected beyond their age, sex, and ethnicity (Appendix Table 114). Although the nature of abuse or neglect may vary with the age of the child, the occurrence of abuse and neglect knows no age boundaries. While more than 25% of the abused (and 39% of the neglected were under 5 years of age, an additional 19% (26% neglected) were between 5 and 10 years of age. Over one-third of the abused children were 15 and over.

The actual types of abuse or neglect to which N.Y.C. children are subjected are also undocumented. The only data available are statewide and were last released for 1974. They indicate that a significant proportion of substantiated cases were based on inadequate supervision of the child, the lack of adequate clothing, shelter, or medical care, and excessive corporal punishment (Appendix Table 115). In 15% of the cases, the children had bruise marks or welts. Serious lacerations, burns, fractures, and internal injuries were reported in a much more limited number of cases.

Treatment of the abused — Unless their cases are brought to court, little information reaches the public domain about the fate of children found to be abused or neglected. There is no regular reporting system to show what, if anything, is done to help them. Several studies do, however, shed some light on the adequacy of the efforts made by the Office of Protective Services. A statewide survey by an official committee concluded that most of the confirmed child protective contacts ended in no action.[5] One 1977 N.Y.C. study found that "day care and homemaking services," often suggested as ways of reducing pressures on overburdened caretakers, were offered by SSC caseworkers in only about 3% of the cases.[6]

The Family Court — Few cases are brought to Family Court on abuse petitions. The number of these petitions reached a high of 762 in 1975, dropped to 487 in 1977, and rose again to 571 in 1978 (Appendix Table 116). As the number of abuse petitions brought to court decreased, the character of the dispositions changed. The percent of cases withdrawn, dismissed, or for which judgment was suspended, dropped from 45.5% of all cases in 1973 to 32.0% in 1978. Court-ordered placement with DOSS increased from approximately 11% in 1973 to 33% in 1978.

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[5] Select Committee on Child Abuse of the N.Y. State Legislature. See footnote 10 for details.

[6] An unpublished 1977 study by the Fund for the City of New York.

Even if only the most serious cases were brought to court, the number of abuse petitions appears to be excessively low compared to the number of confirmed victims in child abuse cases, of which there were 2,127 in 1978. Those familiar with Family Court explain that the abuse petitions do not represent the true number of abuse cases brought to court, since often a case involving abuse may be filed as a child neglect case.[7] The Family Court Act definition of neglect incorporates abuse, and the dispositional alternatives available to the court are identical. For example, the court is empowered to remove a child from his home and order a foster-care placement whether the proven charge is abuse or neglect. Since proof of neglect may be easier to establish, SSC brings neglect proceedings in many cases involving abuse.[8] It is accordingly impossible to ascertain the number of abuse investigations that result in removal of the child or other ameliorative action through judicial intervention.

While involvement of the court may in the end lead to action beneficial to the child and the family, the court process is slow. A recent review of 50 randomly selected cases of abused or neglected children in the Family Court showed that the majority of the cases had to stay in court over six months, 26% from six months to a year, and 42% from one to two years, before finally disposed of.[9] The review also showed that many service agencies had known all but three of the families for a number of years as "families at risk."

Consequences of child abuse — While no direct cause-effect relationship has been established, an official study[10] showed a correlation between child abuse and subsequent "juvenile misbehavior and criminality." It documented the fact that "rate of juvenile delinquency among families in which abuse or neglect have (sic) occurred is considerably higher than among the general population of children living in the same community."[11,12] In one N.Y. State county it was found to be five times greater; as many as 50% of the studied families had at least one child who was later taken to court as delinquent or ungovernable. In three counties, 35% of the boys and 44% of the girls reported to the court as delinquent or PINS in the early 1970s had been reported previously as abused or neglected. The study also found that delinquent children who had been reported as abused or neglected tended to be more violent than other delinquents.

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[7] The number of neglect petitions is much larger than that of abuse petitions. There were 552 abuse and 2,748 neglect petitions "added" (new) during 1978 in N.Y.C. (The Judicial Conference and the Office of Court Administration, *Annual Report 1978*).

[8] Abuse requires proof of serious sex abuse or physical injury that creates a substantial risk of death, serious or protracted disfigurement, protracted impairment of health, or protracted loss or impairment of a bodily organ (Family Court Act, Section 1012).

[9] "Abused/Neglected Children in the Family Court" (a review of 50 cases), Citizens' Committee for Children of New York, Inc., January 1979.

[10] Select Committee on Child Abuse of the N.Y. State Legislature, "Summary Report on the Relationship Between Child Abuse and Neglect, and Later Socially Deviant Behavior," March 1978. Two populations of children were studied: (1) 4,465 children from 1,423 families reported to child protective agencies or the courts in 1952 or 1953 were followed up in 1971 and 1972; (2) the histories of 1,963 children who were reported to the Family Court or Probation Intake Service as delinquents or ungovernable (PINS) in 1971 and 1972 were traced backward for prior involvement in child abuse and neglect cases.

[11] *Ibid.*

[12] The study points out that due to the official and limited character of court records "the findings are conservative and underestimate the relationship between officially reported child maltreatment and later juvenile delinquency or ungovernability." (*Ibid.*, p. 10.)

Sometimes child abuse causes the death of the victims. Some of the most cruel cases are reported in the press from time to time.[13] Reported fatalities decreased from 115 in 1974 to 80 in 1975, and then gradually rose again to 98 in 1978.[14] Only 56 of the 1978 deaths, however, could be confirmed.[15]

Abuse outside the family

Child homicide victims — The 56 confirmed fatalities due to child abuse in 1978 were not the only child victims of adult violence. The New York City Department of Health reports that in 1978, 79 N.Y.C. children under 15 (28 of them under 5 years of age) were murdered, 15 by firearms and explosives, 14 by cutting and piercing, and 12 by hanging and strangulation. The records of the Department of Health also report an additional 78 cases (in 1978) in which under-15-year-olds died from injuries "undetermined whether accidentally or purposefully inflicted." Nineteen of these children died from falls and drowning.[16]

The latest police records of child homicide are for 1977. They show that 72 children under 16 years of age were murdered in that year (Appendix Table 118). The majority were below 7 years of age. More black children (39) died than either Hispanic (26) or white children (7). Beyond their age and ethnicity, nothing is known about these children, even, in most cases, the names of their killers.

the names of their killers.

Children as victims of other crimes — In its first annual report, the New York City Victim Services Agency (VSA) provided startling statistics: "In 1978, almost 600,000 people in New York City reported being victimized by crime, and it is likely that another 600,000 victims never contacted any authority."[17]

There are no data to show how many of these victims were children unless the crime was murder. However, information from VSA on more than 5,000 arraignments before the Brooklyn Criminal Court over a two-month period made possible an analysis. The data showed child victims in 433, or 8%, of the cases (Appendix Table 119).[18] More than 100 of these children were under 14 years of age. The largest number of the children were victims of robbery (129). There were also 79 victims of assault. Forty-eight children were victims of sex offenses, and 19 of them were children under 14 years of age. Brooklyn Criminal Court, though carrying the highest caseload, is only one of four N.Y.C. Criminal Courts. If one projects the number of child victims for all four courts of the city over 12 months on the basis of the Brooklyn study, the probable number is very large.

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[13] Public outrage about one such case led to the creation of a Special Child Abuse Part in N.Y.C. Family Court. See Family Court Act, Section 117.

[14] N.Y. State Dept. of Social Services, *Child Protective Services in New York State: Annual Report 1978.*

[15] *Ibid.* 1978 was the first year in which confirmed fatalities were reported.

[16] N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics 1978*, Tables 9, 11, 12.

[17] The Victim Services Agency (VSA) was established July 1, 1978, to provide assistance to victims of crime in New York City. The first annual report was published in November 1979.

[18] See p. 142 for statistics on children as victims of violent crimes committed by their peers.

CHILDREN WHO BREAK THE LAW

The community's anger about violent youthful crime in New York City focuses more on the *kinds* of crimes committed than it does on the overall number of crimes. These crimes often are committed against helpless or elderly victims and in places such as subways and streets that everyone has to use. Public outrage is directed not only against the youthful criminals, but also against the police, for not making arrests, and against the courts, for "mollycoddling" those who are finally caught. This community feeling has led to radical changes in the juvenile justice system.

As everywhere, the number of arrests made falls far short of the number of crimes reported, and the number of reported crimes underestimates the actual incidence of criminal activity. Neighborhood complaints about insufficient police protection, stories about terrorized old people in insecure housing who do not dare to complain, and some insurance companies' refusal of coverage after repeated claims, indicate that reports are not a true barometer of crime. Police arrests are, however, the only youth crime statistics regularly available.

Juvenile apprehensions and arrests

Although overall figures for recent years do not indicate a youthful "crime wave" in New York City in the sense of a sudden dramatic rise in crime, they do show a great deal of youthful criminal activity, and the community has ample cause for alarm.

The number of juvenile arrests peaked in 1975 at 23,723. Since that time the number of arrests has dropped by 24.9%, reaching 17,827 in 1979 (Appendix Table 120). In addition to those arrested, however, large numbers of children are apprehended by the police for a variety of criminal and non-criminal acts. "Youth reports"[19] are issued for these children.[20]

During the first nine months of 1979, 25,884 N.Y.C. children under 16 were apprehended for all types of crimes (Appendix Table 121). The most frequently cited offenses were larceny (4,449), robbery (3,532), and burglary (3,495). Vandalism (1,397) and loitering (1,036) were also frequently reported.

More than 4,400 of the apprehended children were under the age of 13: 4.6% were 10 or under, 12.5% 11 or 12 years old, 16.7% 13 years old, 28.2% 14 years old, and 37.9% 15 years old. The seriousness of crimes for which children were apprehended increased with age. Eight percent of all apprehensions of 10-year-olds and under were for violent crimes (murder, rape, robbery, and aggravated assault) compared to 19.3% for 15-year-olds. The percent of apprehensions for property crimes remained constant across age, with just over one-third of all apprehensions at each age falling in this category.

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[19] Youth reports are also known as juvenile reports and YD-1s. A youth report can be issued for criminal or non-criminal (i.e., truancy) acts. A youth report cannot, however, be issued in the case of a felony, unlawful assembly, or photographable misdemeanor. A referral slip is made to a Youth Aid Officer, who decides whether to refer the child to an agency or Family Court or to take no action. This decision appears to be largely based on the officer's discretion.

[20] During 1976, the last full year for which these data were available, there were 45,685 youth reports in New York City. (N.Y.C. Police Dept., "Crime Comparison Report," December 1976.)

In 1979 there were 13,369 juvenile arrests for serious[21] violent and property crimes (Appendix Table 122). Although the number of juvenile arrests for serious crimes has declined by 20.6% since 1975, this decline was not distributed evenly among all categories of crime. Arrests for property crimes decreased by 27.5% since 1976, but arrests for violent crimes decreased by only 18.0% between 1975 and 1977 and then increased by 4.5% between 1977 and 1979.

Despite the fact that in recent years under-16-year-olds constitute a lower percentage of the total N.Y.C. population, their share of all arrests for serious violent and property crimes has remained at approximately 17% (Appendix Table 123). In 1979 juveniles were responsible for 17.9% of all arrests for property crimes and 15.4% of arrests for violent crimes. However, while the juvenile arrest rate for property crimes has been declining, the arrest rate for violent crime has actually increased since 1977 (Appendix Table 124).

Of the 44,330 arrests of under-16-year-olds for violent crimes nationally in 1978, 13.1% (5,789) were made in New York City. In contrast, only 1.9% (8,815) of the 463,329 juvenile arrests for property crime were in New York City.[22] Compared to juveniles in the United States as a whole, N.Y.C. juveniles accounted for a larger percentage of arrests for violent crimes (15.4% vs. 9.9%) and a smaller percentage for property crimes (19.3% vs. 26.9%).

Children before the Criminal Court

One consequence of the increasing concern with violent youth crime has been a radical change in the juvenile justice system. The Juvenile Justice Reform Act of 1976 significantly strengthened procedures and sanctions available to the Family Court, but maintained that court's exclusive jurisdiction over criminal suspects under 16.

In 1978, however, following several particularly savage subway killings by youths, the Juvenile Offender Act was voted into law. Under this Act, youths as young as 13 years, arrested for certain serious crimes,[23] must be arraigned in adult criminal courts and are subject to indictment, public trial, and lengthy periods of incarceration. While in most other states juveniles who have committed serious crimes *may* be transferred to adult courts by juvenile courts, New York became the only state where a 13-year-old could be directly arraigned in Criminal Court.

The Juvenile Offender Law went into effect September 1, 1978. From September 1, 1978 through August 31, 1979, 1,454 N.Y.C. under-16-year-olds were arraigned in Criminal Court for crimes now considered juvenile offenses

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[21] Serious violent and property crimes reported to the Federal Bureau of Investigation (FBI) include murder/non-negligent manslaughter, forcible rape, robbery, felonious assault, burglary, larceny, and auto theft.

[22] U.S. Dept. of Justice, Federal Bureau of Investigation, *Crime in the United States: 1978*, October 1979, Table 32.

[23] First and second degree robbery, first degree assault, first and second degree burglary, first and second degree arson, first degree rape, first degree sodomy, first degree kidnapping, second degree attempted murder and second degree murder.

(rather than juvenile delinquencies).[24] This number constituted 86% of all youngsters arrested in the state for juvenile offenses. The majority of arrests (1,107 or 76%) were for robbery; murder charges were brought against 25 (2%), and attempted murder against 43 (3%). Rape or sodomy were charged in 123 (8%) of the cases. Victims of youthful crimes were mostly other teenagers. Of the victims whose ages were known, 44.5% were 13 to 19 years old. One out of ten victims (10.8%) was under 13, and 11.4% were elderly (60 or older).

Of the 1,454 juvenile offense arrests, the district attorneys declined to prosecute 251 (17%); 157 (11%) were dismissed, and 542 (37%) were removed to Family Court; 440 (30%) stayed in Criminal Court; and 64 (4%) were unconfirmed arrest reports. After a full year of the Law's operation, 290 (20%) had been indicted (Appendix Table 125). As of August 31, 1979, 163 of the indicted cases were still pending in Supreme Court. Approximately half the 127 indicted youths whose cases were disposed of were convicted as adults (10 convictions by trial and 58 guilty pleas), 46 were removed to Family Court after indictment, one was acquitted, and 12 dismissed. Combining arrest and conviction statistics, a total of fewer than 5% of all children arraigned for the commission of a juvenile offense were convicted in the adult criminal courts.

As of August 31, 1979, only 24 convicted youths had been sentenced. Only a small number of those convicted in Criminal Court received harsher sentences than they would have been given in Family Court.[25] Two received three-and-a-half to ten-year prison terms for murder, two others were given terms up to nine years, and five received maximum sentences of four to seven years. The remainder received lighter sentences: twelve received maximum sentences of three years, and three were placed on probation.[26]

Children before the Family Court

As was the case prior to passage of the Juvenile Offender Act of 1978, juvenile delinquency petitions are brought before Family Court, as are persons in need of supervision (PINS) petitions (defined below). We depend on the annual reports of the State Office of Court Administration for data on children brought before the Court. Much less information about these children is available now than ten or even five years ago. The Office of Court Administration reports only what is legally mandated, largely a detailed account of Family Court dealings with cases involving child abuse. And only for these cases is such important information given as the length of time elapsed between petition and fact-finding, and between fact-finding and disposition, and the number of adjournments. These data are no longer available for juvenile delinquency and PINS petitions. Reports of years prior to 1975, however, showed that months or years may elapse between petition and final disposition, that witnesses often disappear, and that repeated adjournments without action remove any clear connection between crime and consequence for the children.

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[24] Data on juvenile offenders are from N.Y. State Division of Criminal Justice Services, "Violent Felony and Juvenile Offenses: Processing and Disposition, September 1, 1978-August 31, 1979," October 1, 1979.

[25] The maximum sentence for a person under the age of 16 in Family Court is three years in a Division for Youth (DFY) institution.

[26] A more thorough analysis of the effect of the Juvenile Offender Law, its impact on children, its social and financial cost, and a comparison with other state jurisdictions, has been prepared by Merril Sobie, Professor of Law, Pace University, and will be published in summer 1980.

No information is provided about essential support services, such as placement facilities or probation. Moreover, the reports are internally inconsistent and cannot be reconciled with previous annual reports. Still, they constitute our only source of information routinely collected by the Family Court on delinquent and PINS children.

Usually, more than half of the referrals to the Court are "adjusted"[27] at probation intake, while the rest result in juvenile delinquency or PINS petitions. In 1978 a total of 13,010 delinquency petitions were "added" (Appendix Table 126). If we consider the 13,010 added petitions in 1978 as new[28] petitions and compare them with the total of 8,567 filed in the 1973-74 court year, the number of delinquency petitions rose by over 50% during the past five years.

This increase in petitions has occurred during a period when felony arrests have decreased (Appendix Table 120). And, although beginning September 1, 1978, murder, rape, and robbery cases were referred to Criminal Court[29] and were therefore no longer included in the delinquency petitions to Family Court, the overall number of cases was still higher. The fact that the percentage of felony arrests resulting in juvenile delinquency petitions increased from 74.6% in 1975 to 81.7% in 1978 may be an indication of the changed and tougher community attitude toward youths accused of crimes.

While in 1978 5,931 or 71.4% of delinquency petitions were not adjudicated, the decision not to let youth get away with crime may also have been responsible for the increased number and percent of adjudicated cases over previous years (Appendix Tables 127 and 128). The increase in the percent of delinquents adjudicated from 23.4% in 1975 to 28.6% in 1978 is less important, however, than the fact that 43.7% of all those adjudicated (as against 20.2% in 1975) were placed either with the New York State Division for Youth (DFY), with the Department of Social Services (DOSS), or with voluntary agencies. The actual number placed tripled, from 346 in 1975 to 1,037 in 1978. For 39 of these children, the Court requested "restrictive placement," i.e., placement in a secure DFY facility.[30] Over one thousand children (1,092) were placed on probation.

PINS continue to be placed more often than delinquents (Appendix Tables 128 and 129). By definition a PINS has committed an act that would not constitute a crime if committed by an adult. A PINS is usually brought to court for truancy, running away, or because parents and schools find it too difficult to deal with him or her. A large number of PINS are adolescent girls taken to court by their mothers for staying out late or getting into "trouble because of sex." Placement is needed less because they must be removed to protect the community than because they cannot be controlled and are not wanted at home. The placement rates of both PINS and juvenile delinquents have increased greatly since 1975, when the rate for juvenile delinquents was 20.2% and for PINS 36.9%. By 1978 43.7% of the adjudicated delinquents and 58.2% of the adjudicated PINS were placed.

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[27] "Adjusted" means that the Department of Probation disposes of the case instead of sending it to Family Court.

[28] There is disagreement among experts as to whether all of the added petitions were *new*, or whether some were "transferred" or "restored" to the calendar.

[29] During the period September through December 1978, 524 cases were referred to the Criminal Court.

[30] N.Y. State Judicial Conference and the Office of Court Administration, *Annual Report 1978*.

Characteristics of juvenile delinquents and PINS — Beyond age and sex, the official reports provide little information that might be useful in understanding and perhaps learning to deal with the troubled and disruptive youth before the courts. We are told what crimes they committed but not who they are.

A forthcoming study[31] on the disposition of delinquent and PINS cases in Family Court provides, for the first time, this very important information, not only about the nature of the crimes and offenses the children committed but also on the delinquents and PINS themselves. Since the study sample was large, the findings, listed in boxes on the following pages, may be accepted as representative. (See Boxes A and B.)

Children placed with the New York State Division for Youth

In 1978 1,037 N.Y.C. delinquents and 351 PINS were placed. Some children (more PINS than delinquents) were placed in foster and group homes, shelters, and institutions under the aegis of voluntary child-care agencies.[32] Most N.Y.C. delinquents and some of the PINS for whom the Court orders placement are placed with the N.Y. State Division for Youth (DFY).[33]

The DFY residential program has changed greatly during the last five years. The population in training schools has gone down from 1,697 in July 1971 to 482 in December 1979 (Appendix Table 130). A strong deinstitutionalization movement directed mainly against the large conventional training schools led to the closing of a number of them. The population of the one remaining traditional training school (Industry) has been reduced by more than two-thirds. While "secure" beds (Tryon, Goshen, Brookwood) were increased to provide room for juvenile offenders, the increases so far have not been large. Other facilities, both

Table 1 — *Adjudicated status of children in DFY residential facilities, N.Y. State, July 1978 vs. December 1979*

	July 1978		*December 1979*	
Adjudicated status	*Number*	*Percent*	*Number*	*Percent*
Juvenile delinquents	1,091	52.8%	1,105	60.9%
Persons in need of supervision	479	23.2	393	21.7
Juvenile offenders	—	—	70	3.9
Other	147	7.1	98	5.4
None	350	16.9	147	8.1
Total	2,067	100.0%	1,813	100.0%

Source: N.Y. State Division for Youth, "Rehabilitative Services Population Report," July 19, 1979 and January 4, 1980.

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[31] Vera Institute of Justice, "Family Court Disposition Study," New York, 1980, in press. The police, probation, and court records of one-tenth of all delinquency cases (N = 1,890) and one-sixth of all PINS cases (N = 892) entering the system at intake between April 1, 1977 and March 31, 1978 were studied and tabulated. Qualitative data on small subsets of the sample were secured through interviews.

[32] In 1978 4.1% of the children in foster care were PINS and 2% delinquents. (Child Welfare Information Services, Inc.)

[33] In 1978 80.2% of the N.Y.C. juvenile delinquents and 14.2% of the N.Y.C. PINS who were placed, were placed with DFY. (N.Y. State Judicial Conference and the Office of Court Administration, *Annual Report 1979*.)

Box A. Juvenile delinquents (JDs) (N = 1,890)

Age — About two-thirds of the juveniles were 14 or older: 30% were 14, 39% 15 and over. Fourteen percent were younger than 13.

Ethnicity — Blacks made up over half (52%) of the sample, Hispanics 30%, and whites 15%.

Sex — Ninety-one percent were male.

Family status — About half of the juveniles (49%) came from homes headed by their mothers only. One-fourth (26%) were living with both natural parents; 8% were living with their mother and another man.

Employment and income — Forty-two percent of the juveniles came from homes in which no one was working. Overall, one-third (32%) of their families relied entirely on public assistance for their income, and an additional 11% received some public welfare benefits.

Prior court contact — Half of the juveniles had some prior contact with the Court: 4% only prior PINS contacts, 11% both PINS and JD contacts, and 36% prior JD contacts only. One out of five (20%) had three or more prior JD contacts, 4% eight or more contacts. Almost a third (32%) had siblings who were already known to the Court.

Charges — Two-thirds of the juveniles were brought to court on one of three charges: burglary (26%), robbery (22%), and grand larceny (17%). Assault was charged for 8%, and petty larceny for 6%.

Location — Most youth crimes were committed in public places: the street (37%), commercial buildings (19%), subway/bus stations (14%), school yards (8%), or parks (2%).

Victims — Most (62%) of the 1,120 victims whose ages were known were adults 16 to 59 years of age. Children (up to 15 years of age) were victims in 28% of the cases, and the elderly in another 10%. In only 14% of the cases did juveniles have some degree of acquaintance with the victim.

Injury — Though the vast majority of cases (83%) involved no injury, there were 190 cases (10%) with injury; 110 cases (6%) with serious injury (which includes being knocked to the ground and sustaining abrasions); and six (0.3%) with fatalities.

Adjustment — Half of the juveniles were adjusted at probation intake: 18% straight adjustment, 3% adjustment with referral, 21% terminated without adjustment, 7% held open and adjusted, and 1% other. For an additional 8%, no petition was drawn. Petitions were drawn for 41%.

Source: Vera Institute of Justice, "Family Court Disposition Study," 1980, in press.

Box B. Persons in Need of Supervision (PINS) (N=892)

Age — About two-thirds of the PINS were 14 or older: 31% were 14, and 36% 15 or more. Fourteen percent were younger than 13 years of age.

Ethnicity — Forty-four percent of the PINS were black, 41% had Spanish surnames, 14% were white, and 1% other.

Sex — The sexes were evenly balanced: 51% male and 49% female.

Family status — Over half of the PINS (52%) came from mother-only homes; 21% were living with both natural parents, and 10% were living with their mother and another man.

Employment and income — Over half (51%) of the PINS came from homes in which no one was working. Overall, 39% of their families relied totally on public assistance for their income, and an additional 19% received at least some welfare benefits.

Prior court contact — Thirty-nine percent of the PINS had some prior contact with the Court: 18% had only prior PINS contacts, 7% both PINS and JD contacts, and 14% only JD contacts. 28% of the PINS had siblings who were already known to the Court.

Adjustment — Petitions were drawn for 66% of the PINS (a larger percentage than of juvenile delinquents [41%]). Intake decisions for those not sent to court were: 3% straight adjustment; 5% adjustment with referral; 4% terminated without adjustment; 21% held open and adjusted; 1% other. An additional 1% had no petition drawn.

Petition allegations — Almost three-fourths (73%) of the 585 PINS petitions filed alleged that the child was "beyond control." Sixty-three percent cited truancy and 56% running away. Other frequently mentioned allegations were "late hours" (41%), undesirable companions (29%), drugs (16%), "staying out" (16%), stealing from the home (11%), and sexual acting out (6%).

Source: Vera Institute of Justice, "Family Court Disposition Study," 1980, in press.

residential and day services, have been expanded and now include cooperative residential programs, halfway houses, and foster homes.

The children in DFY facilities[34] — As of December 1979 the total DFY residential population was 1,813, a decrease of 12.3% since July 1978 (Table 1). The number of juvenile delinquents, however, increased in both number and percentage, reaching 1,105 or 61% of the DFY population in December 1979. At that time an additional 4% were adjudicated juvenile offenders, 22% were PINS, and 8% had no adjudication.

The type of placement was correlated to a high degree with the youth's adjudicated status (Appendix Table 131). All the juvenile offenders were in (training) schools or secure centers. The largest number of juvenile delinquents were also placed in these schools and centers (36.7%), but 19.0% were in camps, 12.0% in urban homes, and 9.0% in foster-home care within DFY. PINS were most likely to be placed in foster care (28.2%) and urban homes (19.8%); however, 11.7% were in training schools and centers and 8.4% in camps, although by law they must be placed apart from delinquents, even if placed in identical facilities.

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[34] Most information is available only for the total population of DFY facilities and not separately for N.Y.C. youth in residence.

Between July 1975 and December 1979, the sex distribution of children in DFY facilities has remained fairly constant at about 78% male and 22% female; however, the ethnic distribution of children has changed.[35] The percentage of black children decreased from 45.3% to 41.5%, while the percent of white children decreased from 44.8% to 43.4%. During the same period, the percent of Hispanic children did not change significantly (8.8% and 8.9%). However, the percentage of "other" children, primarily Asian, increased fivefold from 1.2% to 6.2%.

In March 1979 over half (54.8%) of the youth in DFY facilities statewide were adjudicated juvenile delinquents (Appendix Table 132). Almost two-thirds of the males (63.4%) were adjudicated juvenile delinquents compared to 25.8% of the females. On the other hand, more than half of the females were PINS (52.3%) compared to 13.6% of the males. Hispanics (64.5%) and blacks (59.8%) in DFY facilities were more likely to be juvenile delinquents than were whites (48.0%) or others (39.4%). Whites were more likely than children from all other ethnic groups to be PINS (33.1% vs. 15.0%).

Length of stay in placement — No regular reports are available about the amount of time children spend in the DFY facilities, but some tentative conclusions can be drawn from a comparison of the children admitted to care during the year of April 1, 1978 to March 31, 1979, and the population in care at the end of that year (Appendix Table 133). Males appear to stay in care longer than females. This difference is clearly related to the fact that many more of the males were juvenile delinquents and juvenile offenders while the majority of females had been adjudicated as PINS. The longer stay of blacks and Hispanics is also explained by the fact that more of them were classified as delinquents than were whites. Almost all (95%) of the youths were 14 years old or over upon admission. DFY reports that its population is getting older, but no detailed data were available.

N.Y.C. children placed with DFY — While, as stated above, most DFY information is available for the total state population only, a new analysis by the Statistics and Survey Unit of DFY describes some of the characteristics of N.Y.C. children under care. When compared with our analysis of the overall N.Y.C. under-18 population,[36] the DFY analysis reveals important differences between this overall population and children in court-ordered placement (Appendix Table 134).

N.Y.C. children in court-ordered placement were more than twice as likely to have come from large families (six members or more) than the child population in general: 49.8% were from families of six or over, while only 19.5% of the N.Y.C. children under 18 lived in such families. Children in court-ordered placement were only half as likely as children citywide to be living in two-parent households (34.4% vs. 65.4%). Black children made up a larger percentage of the DFY population than of the child population as a whole (65.7% vs. 29.5%), as did Puerto Rican children (23.9% vs. 16.5%).

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[35] N.Y. State Division for Youth, Research, Program Evaluation and Planning, *Monthly Population Reports*, and "Rehabilitative Services Population Reports," January 4, 1980.

[36] It is important to note that children younger than those in the DFY population are included in this analysis.

Over 91% of the N.Y.C. children placed with DFY during the period May 1, 1978 to June 30, 1979, had prior contact with the Court, with an average of 3.7 prior contacts (Appendix Table 135). Over half (54.2%) had a prior out-of-home placement. N.Y.C. children were more likely to have had prior court contact than children from the rest of the state.

COMMENTARY

That children get entangled with the juvenile justice system and/or are removed from the community seems to reflect their troubled family backgrounds. The problems of these families are discussed in the introduction. Yet what happens to young offenders has implications for all children, even though most of them are never arrested or brought before a court. In a climate of fear and anger, the safety of the community becomes the primary goal. Fairness and the protection of children's rights, even of young perpetrators of crime, are sometimes forgotten. There are indications that the Juvenile Offender Law, mandating prosecution in the Criminal Court for children between 13 and 16 years of age who have committed certain violent crimes, seems likely to harm some children in its present form. It seems important, therefore, that the effects of the juvenile-justice policies and procedures on children be carefully studied and necessary changes in the system be enacted.

There is furthermore the problem of the PINS jurisdiction. The consistently higher percentage of PINS children adjudicated and placed as compared to children charged with delinquent acts has caused controversy over the years. Many groups concerned about juvenile justice oppose the continuance of PINS jurisdiction in the Family Court. The Legal Aid Society urges its abolition, contending that children should not be deprived of their liberty for non-criminal acts. Others concerned about children's right to fair treatment point out that the easy availability of referral to Family Court of a troublesome adolescent has been responsible for the fact that needed community services have not been developed. Others defend the Court's continuing jurisdiction and would expand the age limit, contending that the judiciary must exercise authority to assist children who need treatment or other services. They maintain that the Court acts as "a channelling system" and that without such a system PINS would be without

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rights or protection. The American Bar Association recently declined to adopt a proposed model standard substituting community services for the existing status offender jurisdiction. The ABA concluded that major problems, such as drug abuse and running away from home, require judicial intervention if voluntary services are rejected or are inappropriate.

HIGHLIGHTS

—In 1978 5,567 cases of child abuse and neglect were confirmed in New York City, an increase of 1,000 over the previous year. There were 7,455 children involved in these cases; 2,040 were the victims of abuse, 5,415 of neglect.

—At least half of the N.Y.C. households in which child abuse and neglect occurred were female-headed households apt to be poor, under stress, and lacking social support.

—Only 571 abuse petitions were brought to Family Court in 1978. More than one-third of these cases resulted in the court-ordered placement of the children out of their homes; almost one out of every three cases was dismissed or withdrawn.

—In 1978 56 child deaths in New York City were confirmed as the result of parental abuse.

—In that same year, 79 N.Y.C. children under 15 were murdered; an additional 78 under-15-year-olds died from injuries "undetermined whether accidentally or purposefully inflicted."

—Large numbers of N.Y.C. children each year are the victims of crimes such as robbery, assault, and sexual offenses. A special analysis of arraignments in Brooklyn Criminal Court—one of four in the city—revealed more than 400 child victims over a single two-month period.

—Juvenile arrests for serious violent crimes in New York City declined by 18.0% between 1975 and 1977 but rose again by 4.5% between 1977 and 1979, largely due to an increase in robbery arrests. Juvenile arrests for serious property crimes decreased by 27.5% between 1976 and 1979.

—In 1979 there were 13,369 juvenile arrests for violent and property crimes: 4,705 of them for robbery, 4,470 for burglary, 1,799 for larceny, 1,286 for auto theft, 888 for felonious assault, 191 for forcible rape, and 30 for non-negligent manslaughter/murder.

—Juveniles were responsible for 17.9% of all arrests for property crimes in New York City in 1979, and for 15.4% of arrests for violent crimes. Compared to juveniles in the United States as a whole, N.Y.C. juveniles accounted for a larger percentage of all arrests for violent crimes and a smaller proportion for property crimes.

—Between September 1, 1978 and August 31, 1979, 1,454 N.Y.C. children 13 and over were arraigned in Criminal Court for certain violent crimes, now designated as juvenile offenses. As of August 31, 1979, only 4.7% of these children had been convicted in the adult criminal courts.

—During the past five years juvenile delinquency petitions before the Family Court rose by 50%.

—A special study of juvenile delinquents and PINS before the Family Court found that about half came from mother-only homes. Half of the delinquents and 39% of the PINS had prior contact with the courts.

—Of the 13,010 delinquency cases during 1978, 1,037 children were placed by the Court, three times as many as in 1975. PINS children were more likely to be placed than delinquents.

—Over 50% of the N.Y.C. children placed with the Division for Youth (DFY) came from households headed by their mothers.

—91.2% of the N.Y.C. children placed with DFY between May 1, 1978 and June 30, 1979 had prior contacts with the courts; over half (54%) had a prior out-of-home placement.

7

PUBLIC BUDGETS FOR CHILDREN

When we last reported about the N.Y.C. budget for children (FY 1975-76), the fiscal crisis was one year old, and bankruptcy was the most ominous threat facing the city. That threat seems to have receded, but the pressure for budget cuts has continued.

The city's expense budget, which in the 15 years between 1959 and 1974 climbed from approximately $2.2 billion to $11.9 billion, has changed little since that date. In spite of accelerating inflation,[1] it was only $1.2 billion (or 10.3%) larger in 1980 than in 1974 (Table 1).

Table 1 – *N.Y.C. budget appropriations for selected agencies, FYs 1959, 1964, 1969, 1974, 1979, 1980*

	(dollars in millions)			
Fiscal year	*Expense budget*	*Board of Education*	*Dept. of Health*	*Dept. of Mental Health*
1959	$ 2,178.6	$ 538.3	$ 20.7	$ 20.3
1964	3,382.5	880.0	36.9	35.2
1969	6,722.8	1,550.7	77.4	124.8
1974	11,895.0	2,771.0	156.5	146.0
1979	14,033.9	2,212.8	107.0	108.5
1980	13,121.6	2,279.7	103.6	102.6
Percent change 1974 to 1980	+ 10.3%	– 17.7%	– 33.8%	– 29.7%

Note: Figures for FY 1980 are from executive (proposed) budget. All other figures are from modified (final) budgets.

Source: Trude W. Lash and Heidi Sigal, *State of the Child: New York City,* New York, Foundation for Child Development, 1976, Chapter 13, Table 2;
City of New York, Office of Management and Budget, *Executive Budget-Fiscal Year 1980: Message of the Mayor,* April 26, 1979.

During the years from 1959 to 1974, when tax funds from all sources and readily borrowed money seemed inexhaustible, New York City generously responded to the growing service needs of its rapidly changing population. While public school enrollment in 1974 was only 10% higher than in 1959, the school budget had increased by 415%.

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[1] The Consumer Price Index for New York City (1967 = 100) rose from 154.8 in 1974 to 218.1 in September 1979, an increase of 40.9%.

During the years of rapid budget growth prior to 1974, such expert analysts as the Citizens' Budget Commission warned that, at a time of a deteriorating economic situation in the city, the swelling debt, the mushrooming number of city employees, and overly generous labor policies were leading to a major fiscal crisis. By 1974 the crisis would no longer be ignored. In trying to cope with it during the ensuing years, the city found that mandated expenditures severely limited the areas in the expense budget where economies could be made. Income maintenance and medical assistance payments consumed one-quarter of the budget, 16% went into debt service, and 8.5% to pensions.[2] At the same time, although New York City was losing population, the groups dependent on city services and support continued to grow. Increasing crime led to demands for more policemen on the beat. There were larger numbers of the non-Medicaid-eligible poor (dependent on free medical services) and increasingly crowded municipal hospital emergency rooms. Yet cuts in the staffs providing these services were the most obvious way to achieve the savings necessary.

The impact of cutbacks on services to children

As Table 1 shows, the school budget was among those severely affected by the financial crisis. A comparison between the N.Y.C. final (modified) budget of 1974 and the proposed (executive) budget of 1980 shows that the Board of Education suffered a cut of 17.7%.[3]

The Board of Education's budget is completely devoted to children. It is much more difficult to know how the budgets of other agencies affect services to children. The Department of Health, for example, lost 33.8% of its budget between 1974 and 1980, and the Department of Mental Health suffered a decrease of 29.7% (Table 1). But since the internal organization of these departments does not clearly separate children's programs from those for other age groups, it has been difficult to determine how children's programs were affected.

New York City's budget for children

A study released during the past year has attempted to "identify the amount and share of the municipal budget devoted to children under 18 years of age,"[4] and has made it easier to learn about the level of support for children and their priority in the overall budget.[5]

Assuming that expenditures for "children's care" programs do not "fully or accurately reflect the scale of the public commitment to services for children" and that "a comprehensive approach should not be limited to those programs specially targeted for children," the study divided the city agencies into three types: (1) those rendering direct services (e.g., schools, foster-care and medical-care programs, and libraries); (2) those providing indirect services (e.g., sanitation, fire department, and police department); and (3) overhead agencies of government (e.g., City Council, personnel, and legal department). An attempt was then made to analyze as accurately as possible the share of each direct agency's services related to children. For instance, the authors identified the proportion of hospital patients and probation and AFDC cases under 18 years of age.[6] For indirect services and overhead agencies, where the age of service recipients is not usually known, the children's share was based on the percentage under 18 of the total N.Y.C. population (26%).

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[2] City of New York, Office of Management and Budget, *Executive Budget-Fiscal Year 1979: Message of the Mayor,* April 26, 1978, pp. 41-43.

[3] About half of the Board of Education budget comes from city tax levy funds, and the rest from New York State and the federal government, although the ratio changes somewhat from year to year. (Board of Education of the City of New York, Office of the Deputy Chancellor, Educational Policy Analysis Unit, *Public Education in New York City Reflections on the Immediate Past and Some Thoughts About the Future—A Budgetary Perspective,* September 1976.)

[4] Charles Brecher and Ray Horton, "An Exploratory Study of Public Expenditures for Children in New York City," Conservation of Human Resources, Columbia University, August 1979.

[5] The following discussion of the city's budget for children is based on this study.

Thus, with the exception of some funds that could not be allocated, such as pensions and debt service,[7] it was possible to estimate a comprehensive "Children's Budget" for New York City.

Table 2 – *N.Y.C. expenditures for children, by agency type, FY 1978*

	Total expenditures	*Expenditures for children*		*Children's share*
		Amount	*Percent*	
Line agencies providing services directly to children	$10,457,140,040	$5,358,939,905	92.2%	51.2%
Line agencies providing only indirect services to children	644,446,418	245,763,846	4.2	26.0
Overhead agencies	791,470,292	205,956,399	3.5	26.0
Subtotal	$12,193,056,750	$5,810,660,150	100.0%	47.7%
Unallocable expenditures	2,201,294,273	NA		NA
Grand total	$14,394,351,023	NA		NA

Note: Expenditure figures do not include debt service or pension costs.

Source: Charles Brecher and Ray Horton, "An Exploratory Study of Public Expenditures for Children in New York City," Conservation of Human Resources, Columbia University, August 1979, Table I.

In 1978-79 almost $5.4 billion was spent for children by line agencies rendering direct services to children. This represented 51.2% of their total budgets (Table 2). On the basis of a 26% allocation, agencies serving children indirectly spent $246 million, and overhead agencies $206 million. The agencies providing direct services accounted for 92.2% of city expenditures for children. The children's share of the total allocatable city expense budget was 47.7%.

While children were one of the concerns of numerous city agencies, they were the sole concern of three agencies. Seven others devoted at least 40% of their budgets to children (Appendix Table 136). One agency, the Board of Education, accounted for nearly half (48.5%) of all direct expenditures for children. Another 28.3% was spent by the Department of Social Services, largely for AFDC and Medicaid. The remaining 23.2% of the total direct services children's budget was spread across the budgets of 26 other agencies.

To ascertain the nature of the trend in budgets for essential children's services since 1978-79 (the last year covered in the above-mentioned report), we selected a number of agencies among those whose services most directly affect children and analyzed their 1979-80 expenses.

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[6] This effort was hampered by the fact that agencies have different age definitions of the children they serve.

[7] Approximately $2.2 billion of the $14.4 billion budget for FY78.

Table 3 – *Expenditures for population under 18, by selected N.Y.C. agencies providing direct services to children and youth, FY 1978 vs. FY 1979*

	Dollars spent for population under 18			*% of total agency budget*	
	FY 1978	*FY 1979*	*% change*	*FY 1978*	*FY 1979*
Board of Education	$2,597,799,102	$2,718,727,710	+ 4.7%	99.8%	99.8%
Human Resources Administration/Dept. of Social Services (HRA/DSS)*	1,816,763,369	1,689,879,827	− 7.0	48.8	51.7
Health and Hospitals Corp.	124,993,709	77,383,642	−38.1	15.5	15.5
Police Dept.	70,510,099	72,541,774	+ 2.9	7.9	7.9
Dept. of Health	76,360,348	54,288,079	−28.9	47.9	45.9
Dept. of Mental Health and Mental Retardation	46,733,510	52,010,293	+11.3	47.8	47.5
Libraries	36,858,214	38,334,787	+ 4.0	58.6	58.0
Dept. of Parks and Recreation	41,720,758	34,519,636	−17.3	37.0	33.9
Dept. of Correction	19,721,245	22,048,636	+11.8	18.2	17.3
Dept. of Probation	11,622,770	11,146,514	− 4.1	50.7	50.7
Mayoralty (Youth Board only)	8,015,469	11,051,260	+37.9	100.0	100.0
Criminal Justice Coordinating Council	4,878,976	5,145,621	+ 5.5	26.6	26.6
Board of Higher Education	3,698,000	3,740,400	+ 1.1	0.7	0.7
Total	$4,859,675,569	$4,790,818,179	− 1.4%	53.4%	56.6%

Note: Expenditure figures include debt service and pension costs.

*Although HRA and DSS have discrete budgets, they have been considered as a single unit to reflect the actual organization.

Source: N.Y. Interface Development Project, Inc., special tabulations prepared at the request of the Foundation for Child Development.

The total expenditures for children by the 13 N.Y.C. agencies analyzed dropped from $4.86 billion in FY 1978 to $4.79 billion in FY 1979 (Table 3). Although the amounts budgeted for children actually rose in eight of the agencies, the increases were more than offset by reductions in the five other agencies.

In addition to changes in the absolute level of support for children's services, the proportion of the total budgets allocated to children also changed in more than half of the agencies examined. Among the eight agencies that increased their spending for children, the children's share of the overall budgets remained constant for five agencies (Board of Education, Police, Youth Board, Criminal Justice Coordinating Council, and the Board of Higher Education), and actually declined slightly among three agencies (Department of Mental Health and Mental Retardation, Libraries, and Department of Correction).

Among the five agencies that reduced their expenditures for children between 1978 and 1979, the proportion of overall budgets spent on children remained constant for two agencies (Health and Hospitals Corporation and Probation) and declined slightly in two others (Health and Parks and Recreation). Only in the HRA/DSS did the relative share allocated to children increase between 1978 and 1979. But, since the absolute level of HRA/DSS support for children decreased by 7.0% or $127 million, the rise in children's share of expenditures signified an even larger decrease in HRA/DSS expenditures for adults.[8]

It is only fair to acknowledge that even in its most difficult budget years, the city spent almost half of its allocatable expense budgets on services for children, and that half of this children's budget paid for the education of almost one million school children. As pointed out, however, between 1974 and 1980 the public school budget decreased by 17.7%, while the number of school children decreased by only an estimated 12% between 1970 and 1979. Most of the decrease was in local tax-levy funds.

This has to be seen in the light of the new educational services mandated by federal and state laws. The number of handicapped students for whom special services had to be provided increased from 29,763 in 1973-74 to 47,336 in 1978-79. The State Education Department estimated the educational cost for a handicapped child (not including transportation) to be more than three times that for a non-handicapped pupil.

In January 1980 the Mayor announced his decision to balance the city's expense budget by 1981 rather than 1982, as required in the city's financial plan. This meant a reduction of $299 million in the 1981 expense budget. The Board of Education budget was to be cut by $111 million (37% of the total cut). In his executive budget, the Mayor reduced the Board of Education cut to $98 million. Groups like the Educational Priorities Panel, which has called for vigorous streamlining of administration and elimination of all but the most essential services, concluded, however, that at most, half of the proposed cuts could be made without basic harm to children's education.

Increases in state and federal aid are the only way to prevent a serious breakdown in services. The N.Y.C. expense budget is based on revenues from three main sources: city general revenues (including sales and property taxes), categorical state funds, and unrestricted federal aid.[9] Between 1950 and 1979 the nature of revenues supporting the city's executive budget changed substantially. Federal and state aid rose from less than 20% of the budget in 1950 to 43% in FY 79, but declined to 39% in FY 80.[10] Since city revenues have been declining and since borrowing is strictly controlled, the amount and allocation of federal and state aid take on great importance for the city's services to children. It would seem relevant, therefore, to ascertain what priority investment in children's services is given in the state and federal budgets.

State of New York Children's Budget

On January 22, 1980, the Governor presented the first State of New York Children's Budget (1980-81) to the Legislature and the people of New York.[11]

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[8] The decrease would appear to be attributable to a shifting of medical assistance expenditures (largely non-youth) to the state budget. (City of New York, Office of Management and Budget, *Executive Budget Fiscal Year 1980: Message of the Mayor,* April 26, 1979.)

[9] Categorical state aid goes to welfare, education, higher education, health, and mental health. Unrestricted federal aid goes to CETA, community development, welfare, and education.

[10] City of New York, *Executive Budget, Fiscal Year 1980: Message of the Mayor,* April 26, 1979, p. 19.

[11] The report was developed jointly by the New York State Council on Children and Families and the Division of the Budget.

The budget report included the expenditure for children through 130 different services by the 25 state agencies that provide "an identifiable and relatively discrete set of services" for children and youth under 21. Unlike the city budget for children discussed earlier, the state Children's Budget lists only direct service agencies and does not include expenditures for indirect services or overhead agencies. In spite of these dissimilarities, however, the report provides a useful assessment of the present state investment in children's services.

Between 1978-79 and 1980-81, state support of children's programs has grown by $622 million (or 14.2%) to $5 billion (Table 4). Two-thirds (67.2%) of the budget in 1980-81 went for education and habilitation services. Income supports accounted for 8.1%, followed by 4.2% for residential care and maintenance.[12] Health services accounted for 3.5% and social services for another 1.9%.

Table 4 – *N.Y. State funds available for children's programs, by function, 1978-79, 1979-80, 1980-81*

(dollars in thousands)

Function	*Amount available 1978-79*	*Amount available 1979-80*	*Estimated amount available 1980-81*	*% change 1978-79 to 1980-81*
Education/habilitation	$2,959,478	$3,137,578	$3,357,164	+ 13.4%
Social development	50,379	52,051	53,829	+ 6.8
Income support	333,196	348,571	402,857	+ 20.9
Family support	35,741	37,461	39,503	+ 10.5
Mental health	59,648	60,014	65,948	+ 10.6
Recreation and cultural enrichment	17,690	16,879	17,981	+ 1.6
Health	156,200	164,039	177,069	+ 13.4
Justice/legal/due process	32,715	36,182	36,914	+ 12.8
Employment	12,425	13,441	14,504	+ 16.7
Residential care and maintenance*	182,628	205,665	210,333	+ 15.2
Program administration and support	536,401	571,396	622,806	+ 16.1
Total	$4,376,501	$4,643,277	$4,998,908	+ 14.2

Note: The 1980-81 estimate is based on the executive budget request and does not reflect later changes.

*Only direct costs of program administration are included.

Source: State of New York, *Children's Budget: 1980-81*, p. 6.

The size of the 1980-81 Children's Budget may be an early hope rather than a final reality. Since presenting it in January, the Governor has already made a 2% across-the-board cut and has proposed other decreases that would affect services to children. New York City's expectation of major state help may not be realistic.

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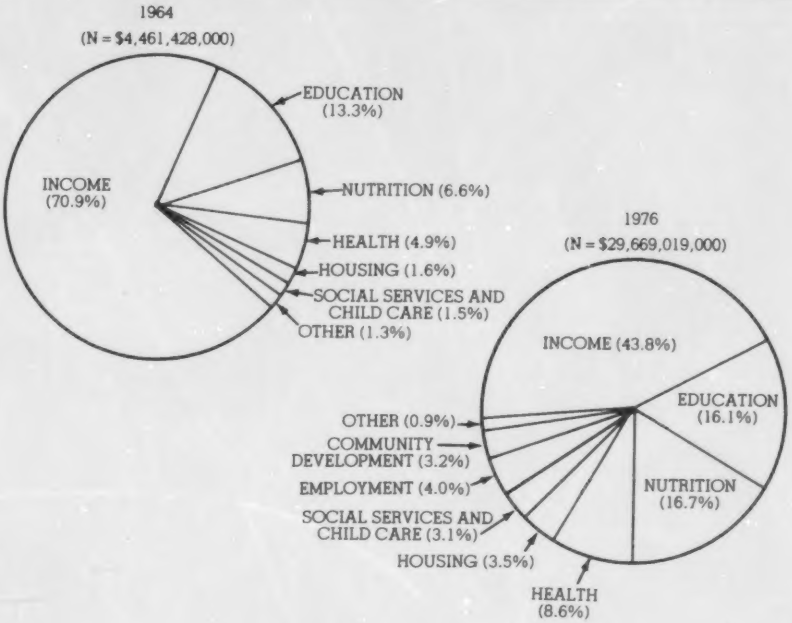
[12] An examination of the budget for residential care and maintenance shows that the $210 million in the state-funded children's budget covers only the costs for room and board and for supervision. The state's share for all expenses connected with residential care is $388 million in 1980-81. Including the federal and local governments' contribution to the cost of residential care of the 52,000 N.Y. State children in placement, the total budget is close to $700 million.

Federal budget for children

Federal expenditures for children and youth for 1964 and 1976 were compared in a recent study.[13] The comparison indicates an emerging federal policy of investment in children during those years. The study found that between 1964 and 1976 expenditures for children under 18 rose from $4.5 billion to $29.7 billion, and from 6.5% to 9.4% of the total domestic budget. While the number of under-18-year-olds decreased from 38% of the total population in 1964, they still represented 33% of the population in 1976.

The allocation for all categories of services to children and youth increased. However, the proportion of total funds allocated to individual services changed significantly between 1964 and 1976 (Figure 1).

Figure 1. Distribution of federal expenditures for children and youth, by function, 1964 vs. 1976



Source: Conservation of Human Resources, Columbia University, "The Changing Scale and Nature of Federal Expenditures for Youth," National Institute of Education, Youth Policy Studies—Youth Budget Working Paper #1, August 1979, Table 3.

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[13] "The Changing Scale and Nature of Federal Expenditures for Youth," Conservation of Human Resources, Columbia University, National Institute of Education, Youth Policy Studies-Youth Budget Working Paper #1, August 1979.

Only 44% went toward income supports in 1976 as compared to 71% in 1964. On the other hand:

—Funds for education rose from 13% in 1964 to 16% in 1976.

—Expenditures for nutrition increased from 7% in 1964 to 17% in 1976.

—Health services rose from 5% in 1964 to 9% in 1976; child care and social services from 2% to 3%.

Past trends do not project the amount of future financial commitment to children and youth. Today, the indications are that children's programs will be cut. Only the amount is not determined at this time.

Part 2
Community District Reports

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INTRODUCTION

The detailed data analysis we have presented in the main body of this report tells us a great deal about the changing characteristics of New York City's children and their families. We have been able to compare trends in the city with those at the national level in a number of important areas concerning the status of children. Yet even the most complete compilation of citywide data cannot tell us very much about the quality of life as experienced by N.Y.C. children themselves. While one can talk about citywide averages for purposes of trend analyses and of comparisons with other cities and the United States as a whole, there is no "average" N.Y.C. child. Children live in neighborhoods. They play on a particular street and attend a particular school. Just as national statistics fail to reveal the striking differences across the central city, suburban, and rural areas, statistics for New York City as a whole mask the great variability across neighborhoods within the city in the characteristics of children and the conditions in which they live.

It was with the aim of strengthening neighborhoods that the 1976 revision of the City Charter created 59 new community districts, each with a board with rights and responsibilities. Among the powers delegated to the district boards is that of participation in budget decision-making and, thereby, in setting community priorities for services to children and their families. Community boards have been frustrated in implementing this right due to a lack of specific, geographically pin-pointed, information on the problems affecting children and their families and on the needs for services in their neighborhoods.

We began to explore how it might be possible to address the community districts' data needs. We have assembled what we soon called "mini" state of the child reports. In doing so, we discovered obstacles beyond those encountered in our compilation of citywide information. While in many cases service and administrative data are available for sub-city geographic units, the reporting unit varies considerably. For example, data are reported for 354 health areas, 73 police precincts, and 32 school districts. While the City Charter Revision calls for the readjustment of many of these boundaries, at present few correspond with community district lines.

Perhaps the greatest obstacle, however, lies in the lack of recent sub-city-level information on the demographic and socio-economic characteristics of populations, collected in census-type surveys. Special analyses of N.Y.C. data from national sample surveys are useful. (See, for example, the analyses of the Survey of Income and Education and the Health Interview Survey in Part I.) Yet the size and nature of these samples make their use risky at the citywide level and impossible at the sub-city level.

For our mini reports, we, therefore, had to rely on published administrative statistics and whatever information we could develop by securing and analyzing unpublished data. One valuable source was the reports of the N.Y.C. Department of City Planning, which has developed a great deal of sub-city level information. Over the past several years, it has prepared very useful community district profiles that contain maps, directories, and data on population characteristics and services in communities. These profiles are designed to enable districts to play an active role in the city's planning process. Thus, the profiles take a broad perspective that is not specifically focused on children and their families.

We chose three community districts for analysis. The demographic and economic status of each reflects both the turbulent changes in the city over the last ten years and the great disparity in the quality of life within the city. These and other districts are still changing in important ways for large numbers of children and families.

Brooklyn C.D. #16 (Ocean Hill-Brownsville) was characterized in 1970 by the extraordinary youth of its population, by its poverty, its poor health status, and its low educational achievement. Since that time, the district has lost a large number of its residents but few of its problems.

Manhattan C.D. #12 (Washington Heights-Inwood) had a large Spanish-speaking population in 1970. The number of Hispanic children in the district's schools has continued to grow significantly, although overall school enrollment has declined since that time. While the relatively large number of children with English-language difficulty presents problems in the schools, many of the child and family characteristics in the district are close to the citywide average.

Queens C.D. #7 (Flushing-College Point-Queensboro Hill-Bay Terrace) was a middle-class, almost totally white district in 1970. Since that time, it has been one of the minority of districts to have gained population while experiencing changes in the ethnic and economic profile of its residents. It compares favorably with other districts in the health and educational status of its children.

We hoped that what we could discover about children in these three districts would provide a valid model for analysis of the other 56 districts. The locations of the three districts are shown in Figure 1.

For the most part, we do not discuss public policies or programs that may have caused, abetted, or prevented neighborhood developments. Instead, we restrict ourselves to a non-speculative analysis of the data. While each mini report is a self-contained unit, space considerations prevented the type of detailed discussion and interpretation that is provided in the citywide analysis. We have used the same general format and sequences to allow for the greatest ease of comparison with the main body of the report.

In spite of significant information gaps, the data we were able to assemble support our belief that important information about children is currently available. The 1980 census will provide much essential information. A realistic data base could help community boards with their charter-guaranteed powers and could support their demands for a fair share of city funds and services.

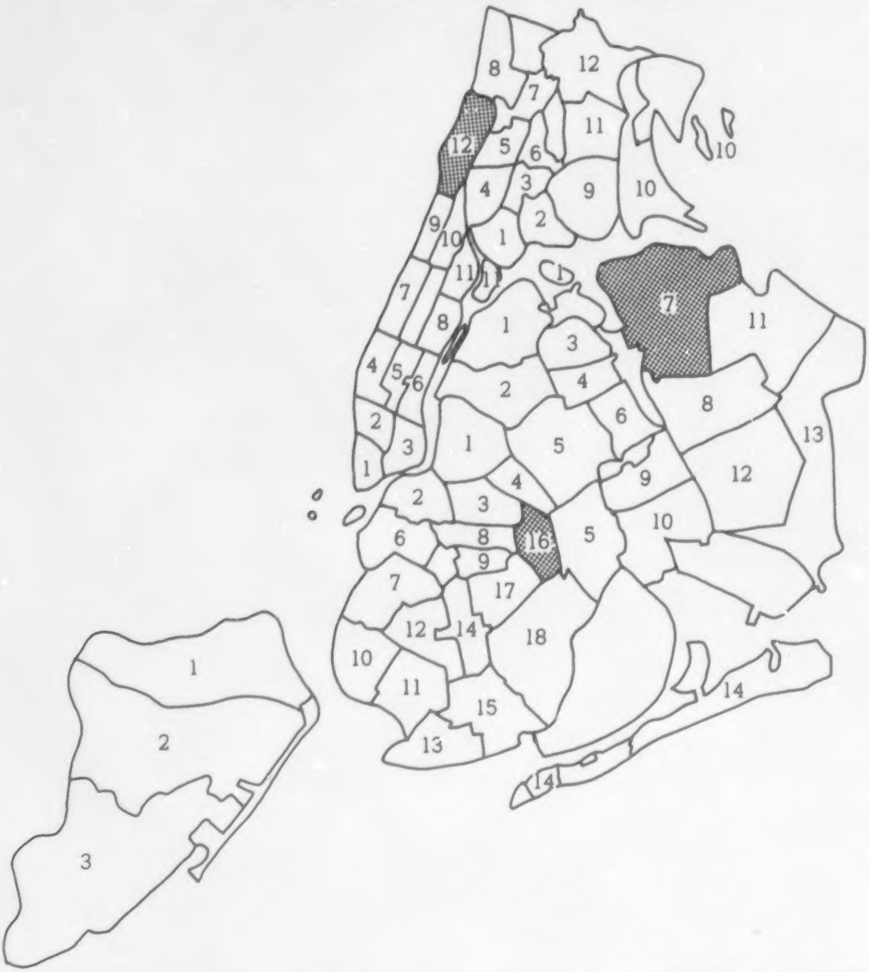

Figure 1. New York City's 59 community districts

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Community wakefulness and monitoring of services would be strengthened by measurable proof of the effectiveness or lack of it of services provided by the city. Parents and other concerned citizens could become more successful advocates for their children and themselves.

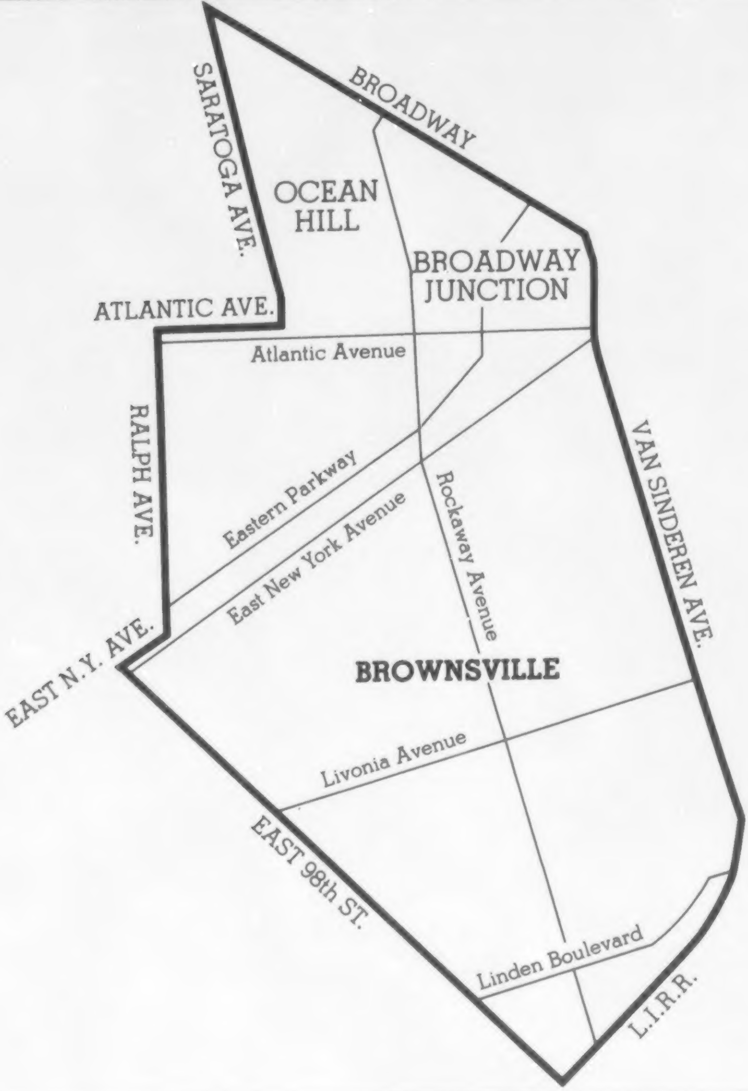
Frequently used sources are referred to in abbreviated form as follows:

(CSDP) N.Y.C. Planning Commission, *Community School District Profiles*, July 1974.

(ICE) N.Y. State Education Dept., Information Center on Education.

(P) N.Y.C. Dept. of City Planning, *Portfolio: An Information System for Community Districts*, Brooklyn Community District #16, Manhattan Community District #12, and Queens Community District #7

Figure 1. Neighborhoods in Brooklyn Community District #16


BROADWAY
SARATOGA AVE.
OCEAN HILL
BROADWAY JUNCTION
ATLANTIC AVE.
Atlantic Avenue
RALPH AVE.
Eastern Parkway
East New York Avenue
Rockaway Avenue
VAN SINDEREN AVE.
EAST N.Y. AVE.
BROWNSVILLE
Livonia Avenue
EAST 98th ST.
Linden Boulevard
L.I.R.R.

8

BROOKLYN COMMUNITY DISTRICT #16

In 1970 Community District #16 in Brooklyn (Bk16) was characterized by the extraordinary youth of its population, by its poverty, its poor health status, and its low educational achievement. Since that time, the district has lost a large number of its residents, but few of its problems.

POPULATION

Population: 1970

According to the census, approximately 116,000 people lived in Bk16 in 1970. Almost half were under 18 years of age.[1] Bk16 ranked first among the 59 community districts in the proportion of its population under 18. The median age of its population was 19.3 years in 1970, while for the city as a whole it was 32.4 years (P).[2] According to the racial/ethnic categorization available from the census, the great majority of its residents were black (72.0%); 17.3% were Puerto Rican and 10.3% were white.[3] Only 7.9% of the district's residents were foreign-born,[4] in contrast to 18.2% citywide (P).

Population change

Since 1970 the district's population has declined dramatically. The change that occurred in the total population between 1970 and 1977 is approximated by an analysis of population estimates by the City Planning Department for selected health areas.[5] According to these estimates, the population in the nine health areas approximating Bk16 (HA/Bk16) declined by 27.9% between 1970 and 1977 (Table 1). This decline was strikingly higher than the decline for the borough (−10.8%) or for the city as a whole (−7.8%). The population shrank in each of the nine health areas, but the extent of the decline ranged from −5.5% to −57.6%.

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[1] N.Y.C. Dept. of City Planning, *Fact Book*, Brooklyn 16, November 1977.

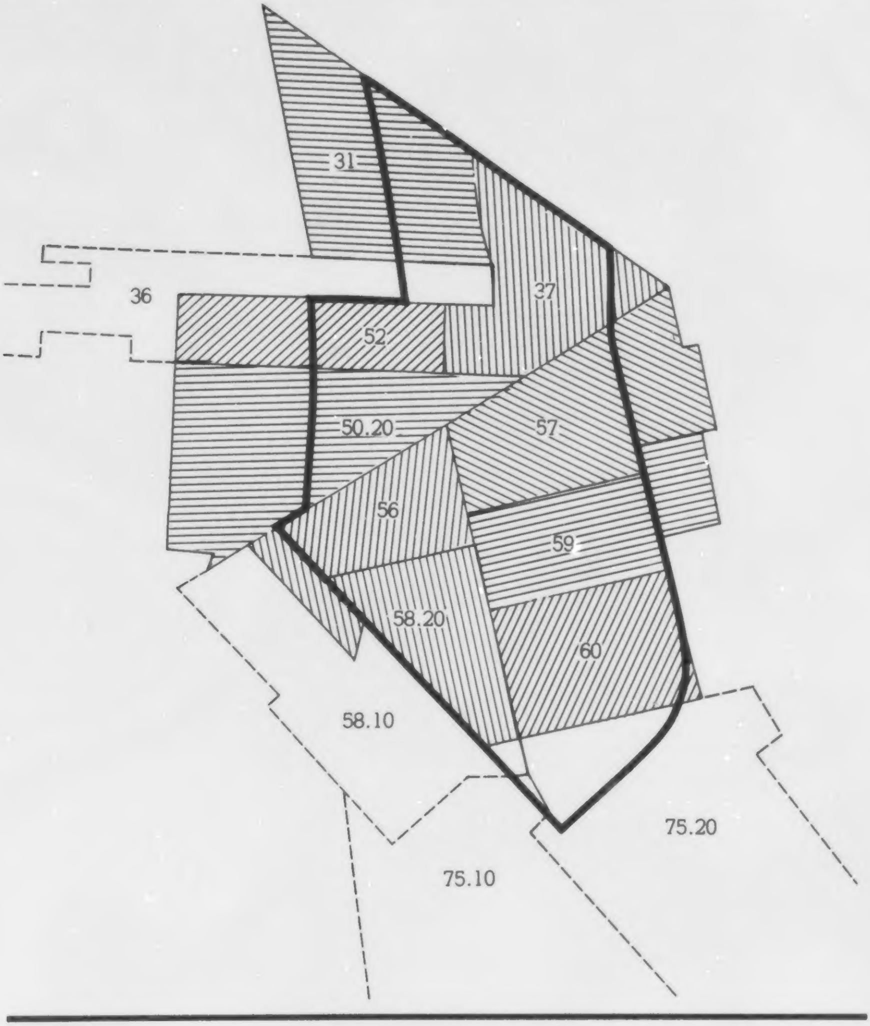
[2] Full citations for abbreviated sources are given on p. 163.

[3] *Fact Book*, November 1977.

[4] *Ibid.*

[5] Health areas are groups of contiguous census tracts used for health planning and data collection. The city is divided into 354 health areas. Health area boundaries often are not, however, coterminous with community district lines. The population of 13 health areas falls either completely or partially within the boundaries of Bk16. We have restricted our analysis to the nine health areas that had a minimum of 20% of their population in Bk16 in 1970. The data presented are totals for these nine health areas and therefore include a significant number of persons who live near but not in Bk16 and exclude a small number of Bk16 residents in the four health areas that overlap only slightly with Bk16. The purpose of this analysis is to provide some indication of the magnitude of change between 1970 and 1977, rather than to provide a true measure of population size, which is overestimated by this method.

Figure 2. Health areas in Brooklyn Community District #16



Child population

Children made up almost half of the 1970 population in Bk16. More recent estimates of the total under-18 population are not available. Public school enrollment data, however, reflect changes in the size and ethnicity of the school-age population.[6] They show that between 1970-71 and 1978-79, the enrollment in elementary and junior high schools in School District #23[7] (SD23)—the district encompassing the majority of Bk16's children—declined by 44.8% (Table 2). This was more than twice the rate of decline across all 32 school districts (−20.3%).

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[6] In 1970 95% of all enrolled children residing in school district 23 attended public schools (CSDP).
[7] Footnote appears on p. 169.

Table 1 – *Population of selected health areas, Bk16, 1970 vs. 1977*

Health area	*1970*	*1977 (est.)*	*Percent change 1970 to 1977*
31.00*	26,488	20,100	–24.1%
37.00*	14,361	12,300	–14.4
50.20*	31,499	20,500	–34.9
52.00*	14,860	10,200	–31.4
56.00	14,633	6,200	–57.6
57.00*	16,387	11,300	–31.0
58.20*	16,707	11,400	–31.8
59.00*	21,110	18,400	–12.8
60.00*	9,100	8,600	– 5.5
Total	165,145	119,000	–27.9%
Brooklyn	2,602,012	2,321,000	–10.8%
N.Y.C.	7,895,563	7,277,500	– 7.8%

*Health area is split between community districts. Data are for entire health area.

Source: N.Y.C. Dept. of City Planning, *Portfolio: An Information System for Community Districts,* Brooklyn Community District 16, Section 2.8a;
U.S. Bureau of the Census, *Current Population Reports,* Series P-26, No. 78-32, September 1979.

Table 2 – *Public elementary and junior high school enrollment, by ethnicity, SD23, 1970-71 to 1978-79*

		Ethnicity					
					Hispanic		
Year	*Total*	*Black*	*American Indian*	*Asian*	*Puerto Rican*	*Other Spanish*	*White*
			Number				
1970-71	25,489	19,131	3	13	6,032	165	145
1971-72	24,049	18,262	3	15	5,364	230	175
1972-73	21,815	16,976	1	19	4,607	103	109
1973-74	20,053	15,845	4	13	3,916	147	128
1974-75	18,431	14,662	12	4	3,395	238	120
1975-76	17,826	14,297	6	10	3,275	158	80
1976-77	16,769	13,718	0	19	2,859	150	23
1977-78	15,196	12,469	5	30	2,507	164	21
1978-79	14,062	11,660	2	8	2,368		24
			Percent				
1970-71	100.0%	75.1%	0.0%	0.1%	23.7%	0.6%	0.6%
1971-72	100.0	75.9	0.0	0.1	22.3	1.0	0.7
1972-73	100.0	77.8	0.0	0.1	21.1	0.5	0.5
1973-74	100.0	79.0	0.0	0.1	19.5	0.7	0.6
1974-75	100.0	79.6	0.1	0.0	18.4	1.3	0.7
1975-76	100.0	80.2	0.0	0.1	18.4	0.9	0.4
1976-77	100.0	81.8	0.0	0.1	17.0	0.9	0.1
1977-78	100.0	82.1	0.0	0.2	16.5	1.1	0.1
1978-79	100.0	82.9	0.0	0.1	16.8%		0.2

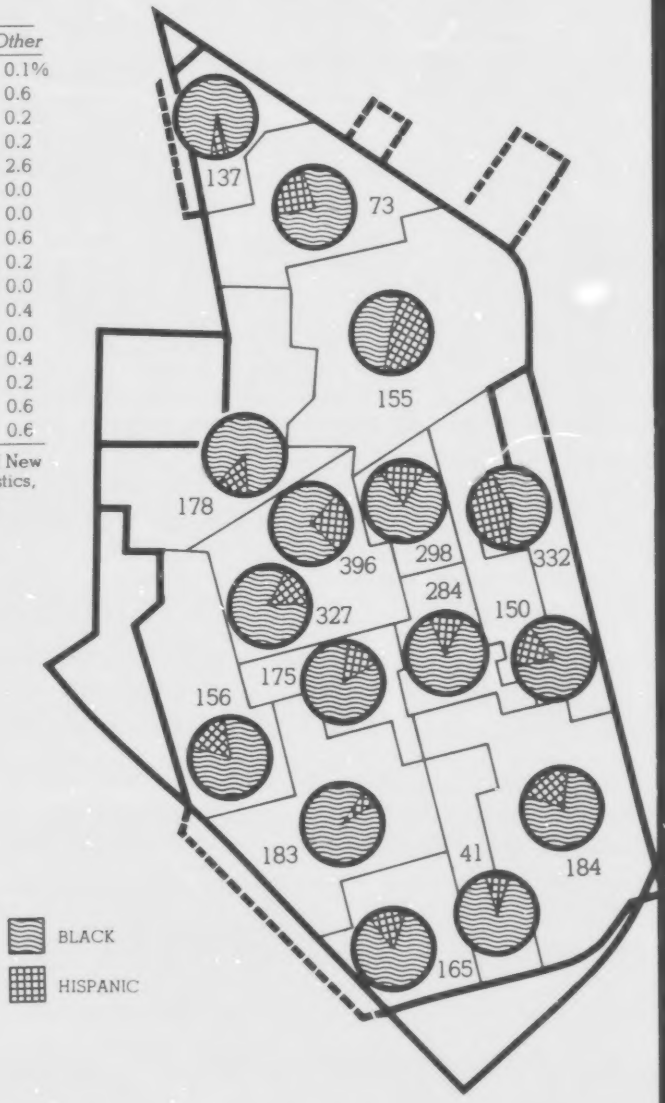
Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual Pupil Ethnic Census," October 1970 to October 1978.

There were 14,000 students in 1978-79, 11,000 fewer than in 1970-71. While in absolute numbers the greatest loss was among blacks, the *rate* of loss was greatest among Hispanic and white students, who declined by 61.8% and 83.4%, respectively. As a result, black children made up an increasing percentage of the total student population in SD23. In 1978-79 82.9% of the students were black, 16.8% Hispanic (the vast majority Puerto Rican), and less than 1%

Figure 3. Enrollment by ethnicity in selected public elementary schools, SD23, 1977-78

School	*Total enrolled*	*Ethnicity* *Black*	*Hispanic*	*Other*
41	750	89.9%	10.0%	0.1%
73	661	79.6	19.8	0.6
137	633	94.0	5.8	0.2
150	551	83.1	16.7	0.2
155	998	49.2	48.2	2.6
156	512	81.4	18.6	0.0
165	577	84.7	15.3	0.0
175	527	86.0	13.4	0.6
178	828	87.2	12.5	0.2
183	783	94.3	5.8	0.0
184	439	79.7	19.8	0.4
284	899	87.5	12.4	0.0
298	732	82.1	17.5	0.4
327	707	83.5	16.2	0.2
332	526	59.1	40.4	0.6
396	353	74.5	25.0	0.6

Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual School Census-October 1977: Pupil Ethnic Composition Report."



either white, Asian, or American Indian. While none of the elementary schools in the district had more than a tiny percentage of white or Asian children, the ethnic mix of blacks and Hispanics varied from 94.3% black and 5.8% Hispanic in P.S.183 to 49.2% black and 48.2% Hispanic in P.S.155.

As stated earlier, the total population of HA/Bk16 declined by an estimated 27.9% between 1970 and 1977. During this same period, the enrollment in SD23 declined by 40.4%, indicating a greater drop in the school-age child population. Two factors that contributed to the decline are the drop in birthrate in HA/Bk16 (discussed in greater detail on pages 170-171) and the larger out-migration than in-migration of students.

Mobility of school-age children

Intra-city transfers — Students transferring out of SD23 but remaining within the city have accounted for the greatest share of the net loss of the district's students. In 1973-74 the public schools of SD23 experienced a net loss of 597 students to nonpublic (private and parochial) schools in New York City: 272 students entered the public schools but 869 left for nonpublic schools.[8]

Table 3 – Transfers between public schools, SD23, 1973-74 vs. 1977-78

	1973-74		1977-78	
	Number	*Rate**	*Number*	*Rate**
Inter-district transfers				
Into SD23	2,292	11.4	1,851	12.2
Out of SD23	3,544	17.7	2,391	15.7
Total	5,836	29.1	4,242	27.9
Net	− 1,252	− 6.3	− 540	− 3.5
Intra-district transfers				
Total	1,110	5.5	789	5.2
Total transfers	6,946	34.6	5,031	33.1

*Transfers per 100 enrolled students.

Source: N.Y.C. Dept. of City Planning;
Board of Education of the City of New York, Bureau of Attendance.

During this same school year, SD23 had an even greater net loss of 1,252 students to public schools in other districts (Table 3). More recent transfer data indicate that, although a net loss of students due to transfers has continued, the rate of loss has declined, dropping from 6.3 per 100 students in 1973-74 to 3.5

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[7] There are 32 public school districts in New York City which are responsible for elementary and junior high school education. Although school district and community district boundaries are not coterminous, in some instances the school district provides a good approximation of the community district. This is the case for Bk16 and SD23. In 1978-79 there were 16 elementary and four junior high schools in SD23. All these schools were physically located within the boundaries of Bk16, but a small part of the attendance zones of eight schools (five elementary and three junior high) extended outside of the community district boundary. There were also eight elementary and two junior high schools in other school districts which, though not physically located in Bk16, did have attendance zones that extended into the community district. The net effect is a slight underestimation of the elementary/junior high school-aged population in BK16 when SD23 is used as an approximation.

[8] N.Y.C. Dept. of City Planning

per 100 students in 1977-78. Despite this slowdown in transfer rate for SD23, its total mobility rate (33.1 per 100 students) remained among the highest in the city.[9]

In- and out-migration — While more recent data are not available, data for 1974-75 indicate that the net loss of students to places outside of New York City has played only a minimal role in the overall enrollment decline (Table 4). In that year, 636 students from places outside New York City entered the schools of SD23 and 651 SD23 students left the city, for a net loss of 15 students. The district did, however, gain students from the West Indies and non-European foreign countries, while losing students to Puerto Rico and other parts of the United States. The largest volume of traffic for SD23 was with the southern United States, accounting for 33.0% of the incoming students and 44.9% of the outgoing students, much greater than the average for the city's 32 school districts (13.5% incoming and 18.6% outgoing).[10]

Table 4 – *Admission and discharge of public school students from/to places outside of N.Y.C., by origin and destination, SD23, 1974-75*

		Origin or destination						
	Total	*Suburbs*	*South*	*Other U.S.*	*Puerto Rico*	*West Indies*	*Europe*	*Other foreign*
Coming to SD23 schools from:								
Number	636	51	210	65	120	115	6	69
Percent	100.0%	8.0%	33.0%	10.2%	18.9%	18.1%	0.9%	10.8%
Going from SD23 schools to:								
Number	651	109	292	89	136	11	6	8
Percent	100.0%	16.7%	44.9%	13.7%	20.9%	1.7%	0.9%	1.2%
Net change	– 15	– 58	– 82	– 24	– 16	+ 104	0	+ 61

Source: N.Y.C. Dept. of City Planning, *Pupil Mobility 1974-75: A Demographic Analysis*, December 1977.

Patterns of childbearing

Many fewer babies born — The total number of births in the nine health areas approximating Bk16 dropped by more than 50% between 1965-67 and 1975-77, from 17,559 to 8,338 births (Table 5). The rate of decline was almost double that experienced by the city as a whole over this ten-year period. Declines were evident for all nine health areas, but the magnitude of the decline varied from –25% (h.a. #37.00) to –75% (h.a. #56.00).

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[9] Mobility rate is defined as the sum of transfers in, transfers out, and intra-district transfers per 100 students. See Appendix Table 67.

[10] N.Y.C. Dept. of City Planning, *Pupil Mobility 1974-75: A Demographic Analysis*, December 1977.

Table 5 – Births in selected health areas, Bk16, 1965-67 vs. 1975-77

Health area	Births		
	1965-67	*1975-77*	*Percent change*
31.00*	2,421	1,293	−46.6%
37.00*	928	698	−24.8
50.20*	3,315	1,788	−46.1
52.00*	1,449	508	−64.9
56.00	2,242	552	−75.4
57.00*	1,485	674	−54.6
58 20*	1,711	1,086	−36.5
59.00*	2,268	1,150	−49.3
60.00*	1,740	589	−66.1
Total	17,559	8,338	−52.5%
N.Y.C.	457,952	329,899	−28.0%

Note: To increase validity, data are pooled over three years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Vital Statistics by Health Areas and Health Center Districts,* 1965 to 1967 and 1975 to 1977.

The decline in the number of births cannot be attributed solely to the drop in the total population noted earlier. The birth *rate per se* had declined. While the resident birth rate in the district remained higher than the rate citywide, it had been declining at a faster pace. Since 1971 the estimated birth rate in HA/Bk16 dropped from 26.7 per 1,000 total population[11] to 22.8 per 1,000 in 1977.

Abortions — During the four-year period from 1974 to 1977, 10,525 women residing in HA/Bk16 had abortions. During that same period the ratio of abortions to births was 92:100 (Table 6). This ratio exceeded that citywide (81:100). Across the nine health areas in BK16 the abortion to birth ratio ranged from 76:100 in h.a. #56.00 to 99:100 in h.a. #31.00.

Births out of wedlock — The precipitous drop in births that occurred between 1965-67 and 1975-77 was primarily due to a decline in births to married women in HA/Bk16. The number of births out of wedlock in 1975-77 was fairly comparable to the number ten years earlier (Table 7). As a consequence, births to unmarried women accounted for an increasing percentage, from 32.1% to 65.5% of all births. During the same period, the citywide percentage of births out of wedlock also doubled (from 14.9% to 30.6%). However, the percentage out of wedlock in HA/Bk16 remained more than twice as high as the citywide percentage. Considerable variation existed across individual health areas, ranging from 58.0% (h.a. #58.20) to 78.1% (h.a. #52.00) in 1975-77.

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[11] Population estimates used in calculating birth rates are for 1970 and 1977 as shown in Table 1.

Table 6 – Resident abortions and births in selected health areas, Bk16, 1974-77

Health area	1974-77 Abortions	Births	Ratio of abortions:births
31.00*	1,703	1,723	98.8:100
37.00*	891	961	92.7:100
50.20*	2,263	2,361	95.8:100
52.00*	683	751	90.9:100
56.00	583	770	75.7:100
57.00*	838	948	88.4:100
58.20*	1,392	1,504	92.6:100
59.00*	1,472	1,568	93.9:100
60.00*	700	832	84.1:100
Total	10,525	11,418	92.2:100
N.Y.C.	412,161	335,221	81.3:100

Note: To increase validity, data are pooled over four years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Vital Statistics by Health Areas and Health Center Districts*, 1974 to 1977.

Table 7 – Out-of-wedlock births in selected health areas, Bk16, 1965-67 vs. 1975-77

	Out-of-wedlock births			
	1965-67		1975-77	
Health area	Number	As percent of total births	Number	As percent of total births
31.00*	823	34.0%	927	71.7%
37.00*	248	26.7	410	58.7
50.20*	1,041	31.4	1,135	63.5
52.00*	646	44.6	397	78.1
56.00	799	35.6	374	67.8
57.00*	432	29.1	453	67.2
58.20*	448	26.2	630	58.0
59.00*	570	25.1	768	66.8
60.00*	623	35.8	371	63.0
Total	5,630	32.1%	5,465	65.5%
N.Y.C.	68,030	14.9%	101,049	30.6%

Note: To increase validity, data are pooled over three years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.

Source: Frieda Nelson and Jean Pakter, N.Y.C. Dept. of Health: personal communication; N.Y.C. Youth Board, "Out-of-Wedlock Births by Community Districts," 1975 and 1977.

FAMILY STRUCTURE AND INCOME

Family type

According to the latest data available (1970 census), 42.9% of the families with children in HA/Bk16 were headed by a mother only, double the citywide percentage of 20.3% (Table 8). The percentage varied across health areas from a low of 35.4% to a high of 53.7%. Between 1970 and 1976, the percentage of N.Y.C. children living in female-headed families rose from 20.8% to 30.5%.[12]

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[12] Trude W. Lash, Heidi Sigal, and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education*, New York, Foundation for Child Development, 1979.

While these more recent data are not available for the district, it is likely that the trend has at least paralleled the citywide increase. As noted earlier, the percentage of babies born to single mothers has doubled in recent years to two out of three.

Table 8 – *Female-headed families with children under 18 in selected health areas, Bk16, 1970*

Health area	Families with children under 18		
		Female-headed	
	Total	#	%
31.00*	4,503	1,972	43.8%
37.00*	2,386	846	35.5
50.20*	5,334	2,416	45.3
52.00*	2,411	1,139	47.2
56.00	2,670	1,435	53.7
57.00*	2,765	996	36.0
58.20*	2,746	1,208	44.0
59.00*	3,832	1,356	35.4
60.00*	1,534	711	46.3
Total	28,181	12,079	42.9%
N.Y.C.	1,028,824	209,105	20.3%

*Health area is split between community districts. Data are for entire health area.

Source: Community Council of Greater New York, *Characteristics of the Population in New York City by Health Areas 1970: Family Composition*, October 1973, Appendix B.

Income and poverty

The 1970 median income in SD23 was $5,790, in comparison with $9,682 citywide (CSDP). The overall child poverty rate in the district was twice as high as that citywide—43.1% were living in families with incomes below the poverty level. Of those children living with their mothers only, two out of every three were poor, in comparison with one out of four children living in two-parent families.

As we have seen, a larger percentage of children in SD23 were living with their mother only than citywide, and like the pattern citywide, these children were much more likely to be poor than children living in two-parent families. It is important to note, however, that regardless of family type the child poverty rate in the district exceeded that citywide—65.5% vs. 56.2% for children living with mother only, and 24.8% vs. 11.1% for children living with two parents (CSDP).

Since 1970 data on the number of Bk16 children living in families with incomes below the poverty level have not been available. An analysis of public assistance cases by health area, however, reveals that poverty remains a fact of life for large numbers of children in the district.

Public assistance cases — In HA/Bk16 the number of children under 18 in families receiving public assistance decreased from 41,480 in 1973 to 27,526 in 1978, a decline of 33.6% (Table 9). The decline in the number of children receiving public assistance ranged from a loss of 54.3% in h.a. #56.00 to a loss of only 15.4% in h.a. #59.00. Since estimates of the *total* child population in the district are not available for 1973 or 1978, calculation of changes in *rates* on public assistance is not possible. Several trends described earlier in this chapter, however, suggest that there may not have been the improvement in the economic picture of Bk16's children that would appear to be indicated by the decline in number on public assistance. More than 60% of the caseload decline was among children under 5 years of age. The number of 0-4-year-olds receiving public assistance decreased by 56.2%. But, as we have seen, the number of births in Bk16 had also declined dramatically. The decline of children 5 years of age and older on public assistance was 20.6%. The total number of public elementary and junior high school-aged children in SD23 had, however, declined at a faster pace. Between 1973-74 and 1978-79 enrollment dropped by 29.9% (Table 2).

Data from the Board of Education put the more recent public assistance caseload into perspective. The Board estimated that in 1976-77 there were 12,330 elementary and junior high school-aged children on AFDC in SD23.[13] This number represented approximately 74% of all the children of that age group enrolled in public schools in the district and was the highest public assistance rate across all 32 school districts in the city.

Table 9 – *Children receiving public assistance in selected health areas, Bk16, 1973 vs. 1978*

Health area	*1973*		*1978*		*Percent change in number*
	#	*% under 5*	*#*	*% under 5*	
31.00*	6,305	37.4%	4,227	26.6%	– 33.0%
37.00*	3,068	30.1	2,451	24.0	– 20.1
50.20*	6,579	40.3	4,794	27.2	– 27.1
52.00*	3,724	38.3	1,738	21.5	– 53.3
56.00	3,495	41.2	1,597	21.0	– 54.3
57.00*	4,722	30.9	2,841	19.3	– 39.8
58.20*	4,166	40.4	2,456	34.8	– 41.0
59.00*	6,519	34.9	5,513	19.3	– 15.4
60.00*	2,902	35.3	1,909	25.7	– 34.2
Total	41,480	36.7%	27,526	24.3%	– 33.6%

*Health area is split between community districts. Data are for entire health area.

Source: City of New York, Human Resources Administration, Office of Budget and Fiscal Affairs, "Distribution of Cases and Persons Receiving Public Assistance by Program and Health Areas in New York City," July 1973 and April 1978.

Child care

While no data are available on the number of working mothers in BK16, as stated in the main body of this report, the number of working mothers citywide has been increasing. Little is known about the child-care arrangements made by working mothers or by nonworking mothers who wish to put their children in full-day or part-day alternate care arrangements.

In 1978-79 only 831 children were enrolled in kindergarten and prekindergarten programs in schools in SD23 (ICE). As of July 1979 there were 13 day-care centers in Bk16 operated by the Agency for Child Development. These programs had a capacity for 1,139 children in group care (808 preschool, 282 school-age, and 49 slots with age unspecified) and 161 children in family day care (103 full time and 58 part time).[14] In addition, there was one full-time Head Start program for 28 children. In May 1979 there were 1,419 children enrolled in these programs.[15] Only 12.8% were fee-paying; 44.6% were on public assistance, and 42.6% were other non-fee-paying children.

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[13] Board of Education of the City of New York, *School Profiles 1976-77.*

HOUSING

There has been a notable decline in the number of "occupiable"[16] housing units in Bk16. Between 1970 and 1977 the number of housing units declined by 7,530 to 28,162 (P). This represents a decline of 21.1%, while citywide the number of occupiable housing units remained almost stable. Public and publicly aided housing units accounted for over a third of the occupiable housing units in BK16. Approximately 9,000 units were located in the 20 federal, state, and city housing projects for low-income residents. The projects were concentrated in h.a.'s #57.00 and #59.00. An additional 2,400 housing units were designated middle income (P).

More than 1,900 residential buildings in Bk16 were vacant at some time during the period 1969 through 1977 (P). More than two-thirds were multiple units that housed three or more families. As of 1977 almost three out of five of the buildings were still vacant. Only 8% had been reoccupied; the remainder

Table 10 – *Lead poisoning cases in selected health areas, Bk16, January 1970-March 1977*

Health area	*Cases***
31.00*	214
37.00*	52
50.20*	163
52.00*	78
56.00	117
57.00*	64
58.20*	111
59.00*	57
60.00*	57
Total	913
N.Y.C.	9,968

*Health area is split between community districts. Data are for entire health area.

**Prior to 1/1/75, a "case" of lead poisoning was defined as a blood lead level of 55 ug/100ml or greater. Since 1/1/75 a "case" is defined as a blood lead level of 40 ug/100ml. or greater.

Source: Tom Kaiser, N.Y.C. Dept. of Health, Bureau of Lead Poisoning Control: personal communication.

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[14] City of New York, Human Resources Administration, Agency for Child Development.

[15] Due to child absences, it is ACD policy for enrollment to exceed capacity.

[16] The term "occupiable" encompasses all units in structures where at least one unit was occupied. No judgment, however, is made as to the habitability of the remaining units. Thus the number of occupiable units may overestimate the availability of habitable housing in deteriorated areas and underestimate the number in areas that contain sound one- and two-family homes that may be vacant but not abandoned (P).

(more than one-third) had been demolished. In less than 1% of the cases in which a building had been demolished had new construction begun in 1977.

Data on lead poisoning show the effects of housing conditions in Bk16 on some of its child residents. Over the period January 1970 through March 1977, 913 cases of lead poisoning were identified in the district (Table 10). This represents almost one out of every ten cases in the city during that period.

HEALTH

At the community district level, data on the health status of children are limited in scope. While the incidence of reportable diseases (including the communicable diseases of childhood) is available, the annual number of cases is relatively low, and fluctuations over time and across districts are hard to interpret due to the lack of child population bases with which to calculate rates. In addition, due to the small size of the N.Y.C. sample in the Health Interview Survey it was impossible to analyze data on child disability and use of health services at a sub-city level.

Nevertheless, the following material, which focuses primarily on the life chances of newborns, provides some indication of improvement in Bk16. The rate of infant death, in particular, has traditionally been used as a surrogate measure of general health status in a community.

Infant mortality

Like the trend citywide, the infant mortality rate in HA/Bk16 has been declining, from 39.5 deaths per 1,000 live births in 1965-67 to 28.5 per 1,000 in 1975-77 (Table 11). Yet the district rate remained more than one-and-a-half times the city-wide rate.

Table 11 – *Infant mortality in selected health areas, Bk16, 1965-67 vs. 1975-77*

	Infant deaths			
	1965-67		*1975-77*	
Health area	*Number*	*Rate***	*Number*	*Rate***
31.00*	92	38.0	51	39.4
37.00*	36	38.8	18	25.8
50.20*	135	40.7	42	23.5
52.00*	57	39.3	17	33.5
56.00	86	38.4	24	43.5
57.00*	59	39.7	17	25.2
58.20*	67	39.2	28	25.8
59.00*	92	40.6	26	22.6
60.00*	69	39.7	15	25.5
Total	693	39.5	238	28.5
N.Y.C.	11,384	24.9	6,173	18.7

Note: To increase validity, data are pooled over three years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.
**Rate per 1,000 live births.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Vital Statistics by Health Areas and Health Center Districts,* 1965 to 1967 and 1975 to 1977.

Despite the relatively high *rate* of infant death, the number of infant deaths in the district has declined significantly in recent years. Two hundred and thirty eight infants died during 1975-77 as compared to 693 during 1965-67. This decline had been brought about by the lowering in infant death rate in combination with more than a 50% drop in the total number of births in the district.

Rates of infant death vary across health areas in the district. This variability has increased over the decade. Seven out of nine health areas experienced declines in infant death rate; two evidenced increases. H.a.'s #50.20 and #59.00, which had the highest rates in the district in 1965-67, dropped to the lowest rates in 1975-77. The improvement is significant because these two areas accounted for approximately one-third of all births in the district (Table 5).

Low birth weight

Babies born weighing less than five-and-a-half pounds are significantly more likely to die during infancy. Those who survive, especially those born at the lowest weights, are more likely to show retarded physical and mental development and to experience a variety of disabilities.

Table 12 – *Low-weight births in selected health areas, Bk16, 1965-67 vs. 1975-77*

Health area	*Low-weight births***			
	1965-67		*1975-77*	
	Number	*As % of total*	*Number*	*As % of total*
31.00*	386	15.9%	202	15.6%
37.00*	142	15.3	80	11.5
50.20*	507	15.3	246	13.8
52.00*	232	16.0	97	19.1
56.00	345	15.4	99	17.9
57.00*	242	16.3	82	12.2
58.20*	241	14.1	131	12.1
59.00*	343	15.1	157	13.7
60.00*	258	14.8	90	15.3
Total	2,696	15.4%	1,184	14.2%
N.Y.C.	46,866	10.2%	30,353	9.2%

Note: To increase validity, data are pooled over three years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.
**Births under 2501 grams.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Vital Statistics by Health Areas and Health Center Districts,* 1965 to 1967 and 1975 to 1977.

The number of infants born at low birth weights in HA/Bk16 was 1,184 for 1975-77 in comparison with 2,696 a decade earlier (Table 12). This reduction by more than one-half was brought about primarily by the decline in the number of births in the district, but also by a small decline in the percentage of births that were at low weights. Overall, the decline for the district was from 15.4% to 14.2%. Six of the nine health areas experienced declines, and three had increases in the percentage of low-weight births. As with infant mortality, the percentage of infants born at low weight in HA/Bk16 has, however, remained one-and-a-half times the citywide percentage.

Prenatal care

One factor related to the improvement in low birth weight and infant mortality was the decline in the percentage of Bk16 women receiving inadequate prenatal care (Table 13). Whether the mother received any prenatal care and when in the pregnancy that care began was indicated on more than 90% of the birth certificates for the district. Based on these data, the percentage of women who obtained no prenatal care or began to receive care in the third trimester (seventh to ninth month, considered "late") was cut in half over the ten-year period 1965-67 to 1975-77 (declining from 51.4% to 25.4%). Improvement in prenatal care was evident for all nine health areas.[17]

Table 13 – *Late or no prenatal care in selected health areas, Bk16, 1965-67 vs. 1975-77*

	1965-67			*1975-77*		
	*Total births***	*Late or no care*		*Total births***	*Late or no care*	
Health area		*#*	*%*		*#*	*%*
31.00*	2,228	1,387	62.3%	1,189	260	21.9%
37.00*	866	367	42.4	637	164	25.7
50.20*	3,072	1,524	49.6	1,644	466	28.3
52.00*	1,363	800	58.7	454	132	29.1
56.00	2,091	1,075	51.4	492	161	32.7
57.00*	1,379	685	49.7	616	159	25.8
58.20*	1,533	678	44.2	1,012	219	21.6
59.00*	2,091	948	45.3	1,057	254	24.0
60.00*	1,528	845	55.3	544	124	22.8
Total	16,151	8,309	51.4%	7,645	1,939	25.4%
Late care		6,325	39.2%		1,149	15.0%
No care		1,984	12.3		790	10.3

Note: To increase validity, data are pooled over three years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.
**Total births for which care was indicated. During 1965-67 there were 1,408 (8.0%) births for which month of first visit for prenatal care was not indicated on birth certificates; during 1975-77 the number not indicated was 693 (8.3%).

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Vital Statistics by Health Areas and Health Center Districts,* 1965 to 1967 and 1975 to 1977; and Frieda Nelson and Jean Pakter: personal communication.

While the proportion of women receiving inadequate prenatal care remained greater in the district (25.4%) than the average citywide (19.8%), the gap has narrowed considerably. In the 1960s the percentage of HA/Bk16 women receiving late or no care was more than double the percentage citywide (51.4% vs. 23.3%). The most significant improvement in HA/Bk16 was shown in the proportion of women receiving late care, which declined from 39.2% to 15.0%.

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[17] Ambulatory care facilities located in BK16 that provide prenatal care services include the Brownsville District Health Center and the Charles Drew Neighborhood Center (P).

And coverage also improved over the ten-year period. The percentage receiving no care decreased from 12.3% to 10.3%. The decline in the percent of births for which inadequate prenatal care was obtained combined with the significant drop in the total number of births in the district resulted in a decline from 8,309 in 1965-67 to 1,939 in 1975-77 in the number of babies born without adequate prenatal care.

Physicians in practice

A study by the N.Y.C. Department of Health reported the number of physicians in practice as of July 1975 in the various health areas of the city.[18] An examination of these findings reveals that 60 physicians were in practice in the nine health areas approximating Bk16. The average ratio of physicians per 1,000 estimated population was 0.4, in comparison with 1.5 for the borough of Brooklyn. The ratio varied by health area, ranging from the total absence of physicians in one health area (#60.00) to 0.9 and 1.0 physician per 1,000 population in h.a.'s #57.00 and #50.20. This variation was associated with the sites of the three hospitals and 15 shared health facilities located in HA/Bk16 at that time.[19]

CHILDREN AND THE SCHOOLS

The most detailed and up-to-date information on children living in BK16 comes from school-based records.

Achievement

Reading achievement levels in SD23 are distressingly low. In March 1978 almost three out of four of the students who took the N.Y.C. standardized reading achievement test were reading below grade level: 22.8% were up to one year below, 27.5% one to two years below, and 23.4% two or more years below grade level (Table 14). The proportion of students reading at or above grade level was half that citywide.

Only 5.3% of the second-graders in SD23 were reading two or more years below grade. However, that percentage increases with grade, as it does for the city as a whole. By eighth grade 41.1% were this far behind in reading.

There was great variation among schools in the percentage of students reading at or above grade level, ranging from 14.5% at P.S.55 to 41.9% at P.S.396 (Table 15). In 1978 all four junior high schools and 14 of the 16 elementary schools in SD23 were eligible to use special teacher-hiring procedures because

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[18] Morton Israel and Leah-Ellen Calamucci, *The Distribution of Physicians by Small Areas of New York City: July 1975*, N.Y.C. Dept. of Health, Office of Biostatistics, December 1977.

[19] Lutheran Hospital (located in h.a. #57.00), and St. Mary's Unity and Brooklyn Women's hospitals (located in h.a. #50.20). See Chapter 3, pp. 82-83 for a description of shared health facilities.

Table 14 – *Reading achievement levels in public schools, by grade, SD23, March 1978*

Grade	Total*	At or above grade	Below grade 0-1 yr.	Below grade 1-2 yrs.	Below grade 2+ yrs.	N.E.*
2	1,526	21.3%	36.9%	30.3%	5.3%	6.2%
3	1,314	21.5	26.2	35.2	12.5	4.6
4	1,500	22.9	31.0	34.4	8.1	3.6
5	1,541	27.6	21.9	31.3	17.2	2.0
6	1,564	24.0	14.8	20.1	38.3	2.8
7	1,700	22.9	12.5	25.8	36.8	2.0
8	1,636	20.5	18.4	18.2	41.1	1.8
9	32	68.8	15.6	15.6	0.0	0.0
Total	10,813	23.1%	22.8%	27.5%	23.4%	3.2%
N.Y.C.	507,860	43.0%	20.1%	17.9%	13.5%	5.5%

*Non-English-speaking students (N.E.) are not tested but are included in the total.

Source: Board of Education of the City of New York, Office of Educational Evaluation, "Pupil Reading Achievement in New York City," December 1978.

Table 15 – *Enrollment, reading achievement, and attendance, by public school, SD23*

School	Enrollment 1977-78	Enrollment % change 1973-74 to 1977-78	Reading achievement – 1978 At or above grade	Reading achievement – 1978 2+ yrs. below grade	Reading achievement – 1978 N.E.*	Attendance 1978-79
Elementary						
41	750	+ 0.9%	23.4%	12.0%	2.0%	87.2%
73	661	– 36.6	19.7	16.7	0.0	84.1
137	633	– 2.3	35.0	6.8	0.0	87.4
150	551	– 26.2	21.9	12.3	1.1	84.4
155	998	– 8.4	20.2	6.8	25.4	85.9
156	512	– 64.1	21.7	21.1	1.6	85.4
165	577	+ 11.0	28.8	12.1	0.5	86.1
175	527	– 14.3	17.1	15.9	1.7	85.3
178	828	+ 6.6	16.1	14.5	0.7	83.4
183	783	– 34.2	21.2	17.0	0.2	87.3
184	439	– 50.0	16.5	15.2	4.6	82.8
284	899	– 3.2	26.1	17.5	0.0	88.5
298	732	– 20.1	24.7	14.1	0.0	89.0
327	707	– 16.2	40.8	15.3	1.5	88.3
332	526	– 26.9	20.7	16.2	5.5	86.8
396	353	+ 8.3	41.9	1.1	5.4	79.4
Junior High/ Intermediate						
55	861	– 36.8%	14.5%	49.4%	1.6%	77.0%
263	1,189	+ 3.2	20.0	39.5	1.1	79.1
271	1,680	+ 0.4	21.1	37.7	5.3	79.5
275	990	– 30.8	25.2	36.5	0.5	82.8
Total	15,196	– 20.1%	23.1%	23.4%	3.2%	84.1%

*Non-English-speaking pupils; not tested.

Source: Board of Education of the City of New York: Office of Educational Statistics, "Pupil Ethnic Composition Report," October 1977, and *Community School Profiles*, 1973-74; Bureau of Attendance, "Report on Pupil Attendance," 1978-79; Office of Educational Evaluation, "Pupil Reading Achievement in New York City," December 1978.

of their low reading scores.[20] Reading scores in some schools in SD23 have improved relative to other public schools in the city. Two schools (P.S.327 and P.S.396) which were eligible to use special teacher hiring practices in 1977 due to their low reading scores became ineligible in 1978. In the five years between 1973 and 1978, the number of SD23 schools ranking in the bottom 10% of all schools in reading performance dropped from ten to six at the elementary level and from two to one at the junior high school level.

Table 16 – *Reading and mathematics competency levels in public schools, grades 3 and 6, SD23, fall 1978*

	Grade 3		Grade 6	
	#	%	#	%
Reading				
Number tested	1,367	100.0%	1,320	100.0%
Scoring:				
Above level 6	48	3.5%	35	2.7%
Levels 4-6	758	55.4	477	36.1
Below level 4	561	41.0	808	61.2
Mathematics				
Number tested	1,289	100.0%	1,305	100.0%
Scoring:				
Above level 6	31	2.4%	17	1.3%
Levels 4-6	789	61.2	451	34.6
Below level 4	469	36.4	837	64.1

Note: Level 4 is considered an indication of minimum competence.

Source: N.Y. State Education Dept., Information Center on Education, "New York State Pupil Evaluation Program: Public School System Population Control Report," fall 1978.

Results of the N.Y. State Pupil Evaluation Program tests for SD23 also show progressive deterioration in reading and mathematics scores with increasing grade, in line with the citywide pattern (Table 16). Students in SD23 were more likely to score below minimum competency than were students citywide. Almost two-thirds of the SD23 sixth grade students scored below minimum competence in reading (61.2%) and mathematics (64.1%) compared to less than half below minimum competence for New York City (41.8% and 49.4%).

English-language difficulty

According to the results of the 1978-79 Language Assessment Battery, 653 or 4.6% of the students in SD23 had English-language difficulty: 3.3% had severe difficulty and 1.4% moderate difficulty.[21] These percentages were lower than those of elementary and junior high school students citywide, for whom 8.4% had English-language difficulty: 6.5% severe and 1.9% moderate. In SD23,

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[20] Each year schools are ranked on the percentage of their students who are reading at or above grade level. Those schools falling in the lowest 45% of schools (359 schools in 1978) are eligible to bypass regular teacher-hiring procedures. Board of Education of the City of New York, Office of Educational Evaluation, "Ranking of Schools by Reading Achievement," September 1973 and December 1978.

[21] Board of Education of the City of New York, Office of Educational Statistics, LAB Unit.

97.1% of the students with some English-language difficulty spoke Spanish compared to 80.5% of those with language problems citywide.

The variation in language ability is shown by the percent of students who are not tested in reading due to a lack of English skills (Table 15). In one school in SD23 (P.S.155), one out of every four students could not speak or understand English well enough to be tested; in five schools 2%-6% could not be tested, and in 14 schools less than 2% could not be tested. As of spring 1979, 15 of the district's schools had bilingual programs, all in Spanish.[22]

Attendance

On a typical day in 1978-79, more than 2,200 students were absent from the public schools of SD23—15.9% of the number enrolled.[23] This compares to a citywide elementary/junior high school absence rate of 12.8% for the same year. These percentages translate into an average of 29 days of absence per child a year for the district versus 23 days of absence per child a year for the city. The differences were greater for the junior high schools than for the elementary schools. The average annual number of days of absence per child in SD23 was 25 at the elementary level—four more days than the city average—and 37 at the junior high school level—ten more than the city average.

Attendance rates varied from 79.4% in P.S.396 to 89.0% in P.S.298 at the elementary level and from 77.0% in P.S.55 to 82.8% in P.S.275 at the junior high school level (Table 15).

Suspensions

The number of pupil suspensions peaked in 1976-77 at 670 and has since declined (Table 17). However, since the enrollment of SD23 declined at a faster pace than the number of suspensions, the suspension rate continued to climb, reaching 42.9 per 1,000 students in 1977-78 (the last full year for which data are available). Projections for 1978-79 based on data for the first five months of the school year suggest that the number of suspensions has begun to decline at a faster pace than enrollment, and that the suspension rate will drop to about 37 per 1,000 enrolled students.

The suspension rate in SD23 for the first five months of 1978-79 was 19.2 per 1,000 enrolled students compared to 14.8 per 1,000 for New York City (Table 18). When comparisons are made within ethnic group, however, the suspension rates in SD23 are lower than the citywide average: 6.3 vs. 12.0 for Hispanics and 21.2 vs. 23.1 for blacks. This discrepancy with the overall rates is due to the fact that the district's average is pulled up by the higher rates for blacks, who make up 82.9% of the district's enrollment compared to only 37.6% of the city's enrollment.

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[22] Board of Education of the City of New York, "Survey of Day Schools with Bilingual Programs—All Sources of Funding," May 16, 1979.

[23] Board of Education of the City of New York, Bureau of Attendance, "Report on Pupil Attendance," 1978-79.

Table 17 — *Suspensions of public school students, SD23, 1974-75 to 1978-79*

	Enrollment	Suspensions* Number	Suspensions* Rate**
1974-75	18,431	435	23.6
1975-76	17,826	443	24.9
1976-77	16,769	670	40.0
1977-78	15,196	652	42.9
1978-79***	14,062	524	37.3

*Principals' suspensions only.
**Suspensions per 1,000 enrolled students.
***Annual projection based on data for September 1978 through January 1979.

Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual Pupil Ethnic Census;"
Advocates for Children of New York, unpublished data from the Board of Education.

Table 18 — *Suspensions of public school students, by ethnicity, SD23, September 1978-January 1979*

	Enrollment #	Enrollment %	Total suspensions #	Total suspensions %	Total suspensions Rate*	N.Y.C. rate*
Total	14,062	100.0 %	270	100.0%	19.2	14.8
Ethnicity						
American Indian	2	0.01%	0	0.0%	0.0	3.2
Asian	8	0.1	0	0.0	0.0	1.4
Hispanic	2,368	16.8	15	5.5	6.3	12.0
Black	11,660	82.9	247	91.5	21.2	23.1
White	24	0.2	0	0.0	0.0	7.1
Not reported	—	—	8	3.0	—	—

*Suspensions per 1,000 enrolled students.

Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual Pupil Ethnic Census;"
Advocates for Children of New York, unpublished data from the Board of Education.

School crime

Crime in the public schools[24] is a serious problem in SD23. In 1978-79 there were 320 reported incidents, 7.6% of all reported incidents in the elementary and junior high schools citywide (Table 19). Yet the student enrollment in SD23 was only 2.1% of the city's total pre-high school enrollment. The distribution by type of crime was similar to the city average for elementary and junior high schools with three notable exceptions. Robbery and narcotics offenses were more frequently reported and trespassing less frequently. 11.7% of *all* reported robberies and 14.7% of all reported narcotics offenses at the pre-high school level in the whole city occurred in SD23.

In spite of the seriousness of the current school crime problem, there is some indication that the situation is improving. The 320 school crime incidents reported in 1978-79 represented a decline of 22.3% since 1976-77 when 412 incidents were reported. Since the number of reported incidents dropped at a faster rate than the enrollment of SD23 (Table 2), the school crime *rate* also declined, from 24.6 to 22.8 per 1,000 students. However, the school crime rate

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[24] Board of Education of the City of New York, Office of School Safety.

Table 19 – Reported public school crimes, by type, SD23, 1976-77 vs. 1978-79

	Number		Percent	
	1976-77	1978-79	1976-77	1978-79
Total	412	320	100.0%	100.0%
Assault	136	78	33.0%	24.4%
Harassment	60	81	14.6	25.3
Robbery	29	35	7.0	10.9
Larceny	46	32	11.2	10.0
Sex offenses	7	3	1.7	0.9
Trespassing	19	15	4.6	4.7
Narcotics	13	10	3.2	3.1
Weapons	6	9	1.5	2.8
Disorderly conduct	30	26	7.3	8.1
Reckless endangerment	9	2	2.2	0.6
Criminal mischief	24	11	5.8	3.4
Fire	14	15	3.4	4.7
Bomb threat	9	0	2.2	–
Other	10	3	2.4	0.9

Source: Board of Education of the City of New York, Office of School Safety.

in SD23 in 1978-79 was still more than three times greater than the citywide rate of 6.2 per 1,000 elementary and junior high school students.

Declines were shown for most types of incidents. The number of assaults, which made up one-third of all incidents reported in SD23 during 1976-77, dropped from 136 to 78, although they still made up one out of four reported incidents. However, relatively large increases were shown for harassment and robbery.

Victims — Almost two-thirds (65.1%) of the 241 victims of reported school crime in SD23 in 1978-79 were teachers, 24.9% were students, 2.5% school security officers, and 7.5% others. Data for the prior year indicate that there were 197 reports of teachers as victims of school crime from a staff numbering 755 (ICE). The annual rate of 260.9 teacher victims per 1,000 teachers was almost five times greater than the citywide rate for elementary and junior high school teachers of 55.4. According to a study by the United Federation of Teachers, the staff-related school crime rate in SD23 was more than twice as great as that in any other district.[25] As was the case citywide in 1978, teachers in SD23 were most likely to be victims of harassment (39.5%) and assault (33.1%).

Students in SD23, while seemingly much "safer" than teachers in the district, were still more likely to be the victims of school crime than were most public school children in the city. In 1978-79 the victimization rate for students in SD23 was 4.3 per 1,000 students, more than triple the citywide rate of 1.2 per 1,000 for elementary and junior high schools. Of the 60 reported student victims in 1978-79, 19 were victims of assault, 18 of robbery, and 12 of harassment.

Perpetrators — During 1978-79 416 "perpetrators" were responsible for the 320 reported school crime incidents: 57.9% were students who committed crimes in their own schools and 6.0% were students from other schools; 4.1% were non-students who had some legitimate reason for being in the school (e.g., parents), 5.0% were non-student intruders, and the identities of 26.9% were unknown. Students in SD23 were four times more likely to commit crimes in their own schools (at an annual rate of 17.1 reported crimes per 1,000 students) than were students citywide (4.0 per 1,000).

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[25] See Appendix Table 67

Just over one-third (84) of the known student perpetrators were suspended as a result of their actions, lower than the citywide rate of 41.3% for elementary and junior high schools. Two students were transferred to another school.

CRIME IN THE COMMUNITY

In 1977 Precinct #73 (PCT73)[26] was ranked the sixth highest among all 73 N.Y.C. police precincts in the rate of reported crimes against the person and 41st in the rate of reported crimes against property (P). In 1979 a total of 6,222 felonies were reported in PCT73.[27] Whereas crimes against the person accounted for approximately one out of five (21.4%) of the 539,102 felonies reported citywide in that year, crimes against the person accounted for two out of five (39.9%) of the reported crimes in PCT73. There were 1,710 reported robberies, 647 felonious assaults, 97 forcible rapes, and 31 murders. Burglary accounted for more than half (54.9%) of the 3,225 crimes against property reported that year in the precinct.

Juvenile crime is more of a problem in PCT73 than in many other precincts in

Table 20 – *Arrests of children under 16 for felonies and misdemeanors, PCT73, 1972 to 1979*

Year	*Total*	*Felony*	*Misdemeanor*
Number of juvenile arrests			
1972	273	211	62
1973	429	362	67
1974	492	367	125
1975	529	381	148
1976	454	374	80
1977	413	348	65
1978	400	357	43
1979	420	387	33
As percent of PCT73 total			
1972	8.9%	11.0%	5.3%
1973	16.7	22.8	6.8
1974	16.7	19.7	11.7
1975	16.6	20.0	11.7
1976	14.3	19.6	7.8
1977	13.7	19.8	6.1
1978	15.3	25.6	4.7
1979	20.0	26.0	5.0

Source: N.Y.C. Police Dept., Crime Analysis Unit, "Crime Comparison Reports," 1973 to 1979.

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[26] There are 73 police precincts in New York City. The major portion of Bk16 is covered by PCT73, and smaller areas are covered by Precincts #69 and #81. Precinct boundaries are scheduled to become coterminous with community boundaries in 1980.

[27] N.Y.C. Police Dept., Crime Analysis Unit, "Crime Comparison Report," December 1979.

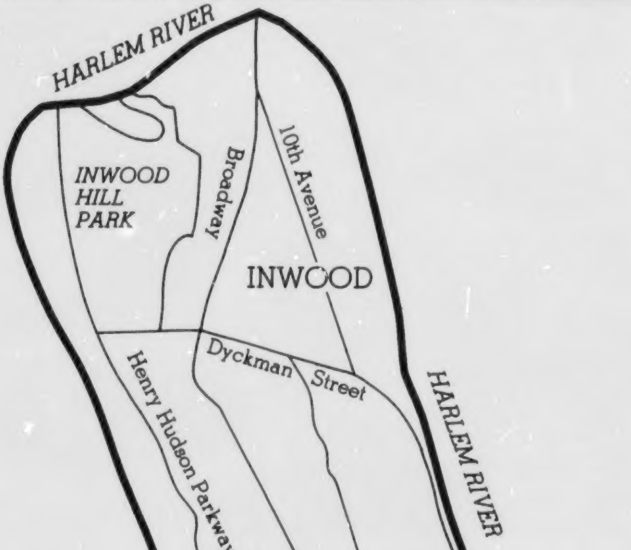
the city. In 1979 juvenile felony arrests accounted for 26.0% of all felony arrests in PCT73 as compared to 14.0% of all felony arrests citywide (Table 20). In that year 420 juveniles under the age of 16 were arrested in PCT73, 387 for felonies.

Paralleling the trend for the city as a whole, the total number of juvenile arrests in PCT73 grew from 273 in 1972 to 529 in the peak year of 1975, before declining to 400 in 1978. The number of juvenile felony arrests, however, has increased by 11.2% in recent years, from 348 in 1977 to 387 in 1979. In light of the continued decline in the school-age population in this district, the increase in juvenile crime is cause for serious concern.

9

MANHATTAN COMMUNITY DISTRICT #12

Figure 1. Neighborhoods in Manhattan Community District #12


HARLEM RIVER
INWOOD HILL PARK
Broadway
10th Avenue
INWOOD
Dyckman Street
Henry Hudson Parkway
HARLEM RIVER
WASHINGTON HEIGHTS
Trans-Manhattan Expwy.
Harlem River Drive
St. Nicholas Avenue
HUDSON RIVER
Broadway
W. 155 ST.

In 1970 approximately one-third of the population of Community District #12 in Manhattan (M12) was of Spanish-language background. Since that year, the number of Hispanic children in the district's schools has continued to grow significantly, while overall school enrollment has declined. Although the relatively large number of children with English-language difficulty presents special problems in the schools, many of the child and family characteristics in M12 are close to the citywide average.

POPULATION

Population: 1970

According to the census, the number of residents in M12 totaled approximately 181,000 in 1970 (P).[1] With a median age of 38.8 years, it was an older district than many citywide. Citywide the median age was 32.4 years. Whereas persons 65 years of age and older accounted for 12.0% of the N.Y.C. population in 1970, this group represented 17.4% of the residents in M12. Only 22.2% of M12's population were under 18 years of age, compared to 28.3% citywide.

More than one out of three (36.6%) residents were foreign born (P). Of all 59 community districts, M12 ranked second only to Queens Community District #4 (Corona-Elmhurst) in the percentage of its population that was foreign born. According to the racial/ethnic categorization available through the census, 73.6% of the total population were white, 15.4% were black, and Puerto Ricans accounted for 9.3% of the population. Overall, however, 30.8% of the population were of Spanish-language background. Thus, in addition to Puerto Ricans, other Hispanics accounted for 21.5% of the population. About two out of every five of these residents were born in Cuba or were native born of Cuban parents.

Population change

To approximate the change that occurred in the total population between 1970 and 1977 we have analyzed population estimates prepared by the N.Y.C. Department of City Planning for selected health areas.[2] According to these estimates, the population in the ten health areas approximating M12 (HA/M12) declined by 7.3% between 1970 and 1977 (Table 1). The decline was somewhat less than the decline for the borough of Manhattan (−10.2%) and for the total population in New York City (−7.8%).

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[1] Full citations for abbreviated sources on given on p. 163.

[2] Health areas are groups of contiguous census tracts used for health planning and data collection. The city is divided into 354 health areas. Health area boundaries often are not, however, coterminous with community district lines. The population of ten health areas falls either completely or partially within the boundaries of M12: seven of these health areas are completely within the district boundaries; the remaining three health areas had at least one-third of their population in M12 in 1970. The data presented are totals for all ten of these health areas and therefore include a number of persons who live near but not in M12. The purpose of this analysis is to provide some indication of the magnitude of change between 1970 and 1977, rather than to provide a true measure of population size, which is somewhat overestimated by this method.

Figure 2. Health areas in Manhattan Community District #12

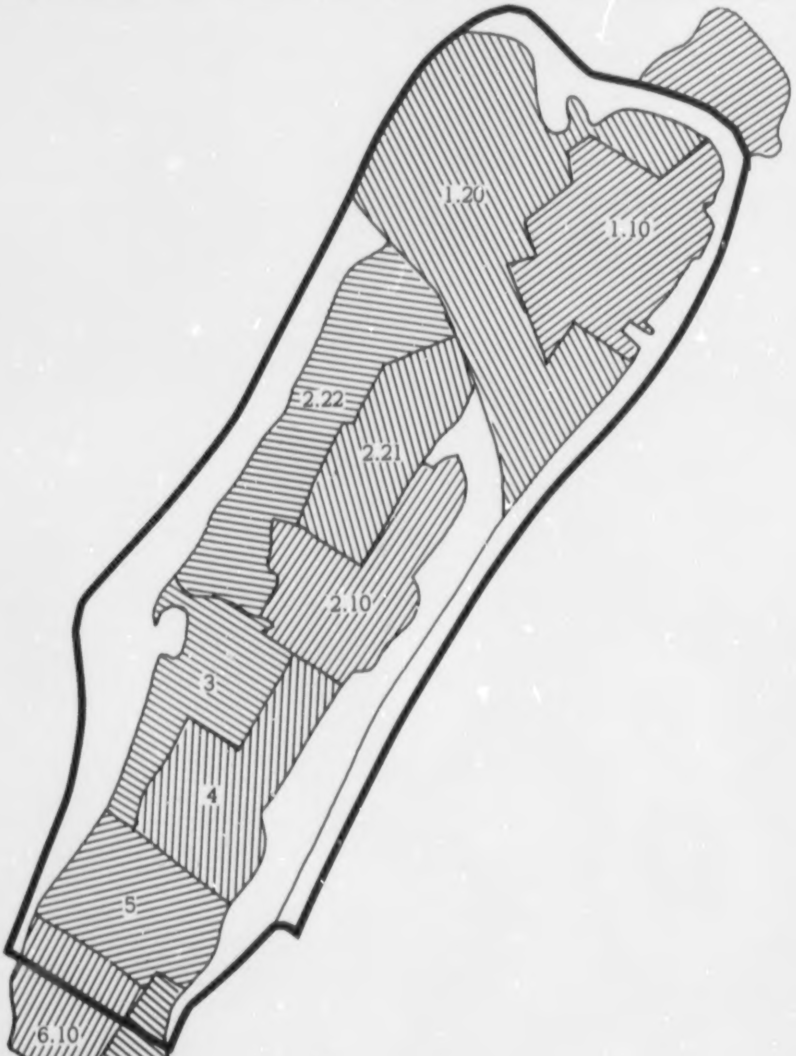
1.20
1.10
2.22
2.21
2.10
3
4
5
6.10
7.10

Table 1 – *Population of selected health areas, M12, 1970 vs. 1977*

Health area	*1970*	*1977 (est.)*	*Percent change 1970 to 1977*
1.10*	22,400	20,600	– 8.0%
1.20	22,324	21,000	– 5.9
2.10	23,182	22,800	– 1.6
2.21	22,156	22,100	– 0.3
2.22	16,758	15,100	– 9.9
3.00	19,534	18,300	– 6.3
4.00	26,069	23,800	– 8.7
5.00	23,885	21,100	– 11.7
6.10*	15,241	13,300	– 12.7
7.10*	8,536	7,400	– 13.3
Total	200,085	185,500	– 7.3%
Manhattan	1,539,233	1,382,600	– 10.2%
N.Y.C.	7,895,563	7,277,500	– 7.8%

*Health area is split between community districts. Data are for entire health area.

Source: N.Y.C. Dept. of City Planning, *Portfolio: An Information System for Community Districts*, Manhattan Community District 12, Section 2.8a;
U.S. Bureau of the Census, *Current Population Reports*, Series P-26, No. 78-32, September 1979.

The extent of population decline ranged from –0.3% in h.a. #2.21 (centrally located in the district) to –12.7% and –13.3% in h.a.'s #6.10 and #7.10 (at the southern border of M12; these health areas are split between M12 and Manhattan Community District #9, Morningside Heights).

Child population

While recent estimates are not available for the total under-18 population in M12, a reflection of changes in the school-age population is available from school enrollment data for School District #6 (SD6).[3,4] Total enrollment figures for the public elementary and junior high schools in the district for the period 1970-71 to 1978-79 show that the number of children in these age groups declined by 4.6% to 18,679 (Table 2). This was, however, a much lower rate of decline than that experienced across all 32 public school districts (–20.3%). On the other hand, enrollment in the nonpublic schools in SD6 experienced a decline of 26.1% (from 10,272 to 7,591) between 1972-73 and 1978-79, greater than the citywide nonpublic school enrollment decline of 15.1% (ICE).

Of the children enrolled in public schools in SD6 in the 1970-71 school year, almost half were Hispanic: 18.1% were Puerto Rican and 30.1% were other Spanish. One-third of the students enrolled were black (32.6%); only 17.8% were white (Table 2). Since that year, only the Hispanic group has shown a

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[3] In 1970 71% of all enrolled children residing in SD6 attended public schools, and 29% attended nonpublic schools (the majority parochial) (CSDP).

[4] There are 32 public school districts in New York City that are responsible for elementary and junior high school education. Although school district and community district boundaries are not coterminous, in some instances the school district provides a good approximation of the community district. This is the case for M12 and SD6. In 1978-79 there were 11 public elementary and three public junior high schools in SD6. All but two of these schools were physically located within the boundaries of M12; the attendance zones of two of them (P.S.28 and P.S.164) extended beyond the boundaries of M12.

Table 2 – *Public elementary and junior high school enrollment, by ethnicity, SD6, 1970-71 to 1978-79*

		Ethnicity					
					Hispanic		
Year	*Total*	*Black*	*American Indian*	*Asian*	*Puerto Rican*	*Other Spanish*	*White*
			Number				
1970-71	19,588	6,393	1	267	3,545	5,894	3,488
1971-72	19,187	5,989	3	286	3,693	6,057	3,159
1972-73	18,659	5,676	2	259	3,362	6,386	2,97[illegible]
1973-74	18,050	5,114	3	282	3,579	6,442	2,630
1974-75	18,342	4,987	4	265	3,500	7,305	2,281
1975-76	19,170	5,041	2	266	3,589	7,951	2,321
1976-77	19,069	4,743	7	346	3,828	8,479	1,666
1977-78	18,989	4,513	4	325	3,672	9,094	1,381
1978-79	18,679	4,208	6	326	12,982		1,157
			Percent				
1970-71	100.0%	32.6%	0.0%	1.4%	18.1%	30.1%	17.8%
1971-72	100.0	31.2	0.0	1.5	19.2	31.6	16.5
1972-73	100.0	30.4	0.0	1.4	18.0	34.2	15.9
1973-74	100.0	28.3	0.0	1.6	19.8	35.7	14.6
1974-75	100.0	27.2	0.0	1.4	19.1	39.8	12.4
1975-76	100.0	26.3	0.0	1.4	18.7	41.5	12.1
1976-77	100.0	24.9	0.0	1.8	20.1	44.5	8.7
1977-78	100.0	23.8	0.0	1.7	19.3	47.9	7.3
1978-79	100.0	22.5	0.0	1.7	69.5%		6.2

Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual Pupil Ethnic Census," October 1970 to October 1978.

significant increase in number rising by 37.5% between 1970-71 and 1978-79. The growth has been primarily among non-Puerto Rican Hispanics.[5] During this eight-year period, the number of white students dropped by 66.8% and the number of black students declined by 34.2%. As a result of these changes, by 1978-79 Hispanics represented 69.5% of all enrolled public school students.

There was some variation in the ethnic mix of students across individual schools. Across the nine SD6 elementary schools located in M12, for example, the percentage of students who were white ranged from 1.6% in P.S.28 to 28.1% in P.S.187. The representation of black students varied from 4.6% in P.S.115 to 61.3% in P.S.28. With the exception of P.S.28, however, Hispanic children were the majority group in all public elementary schools in SD6 (Figure 3).

Hispanic students had also become the majority in nonpublic schools in the district. As of 1972-73 36.5% of the 10,272 nonpublic school students were Hispanic and 52.1% were white (ICE). For the 1978-79 school year, 50.5% of the 7,591 students enrolled were Hispanic, 28.9% were white. The representation of black students had risen to 18.6% from 10.6% in 1972-73. While the total nonpublic school enrollment had dropped by 26.1%, the number of Hispanic and black students enrolled had increased and the number of white students declined by 59.0%.

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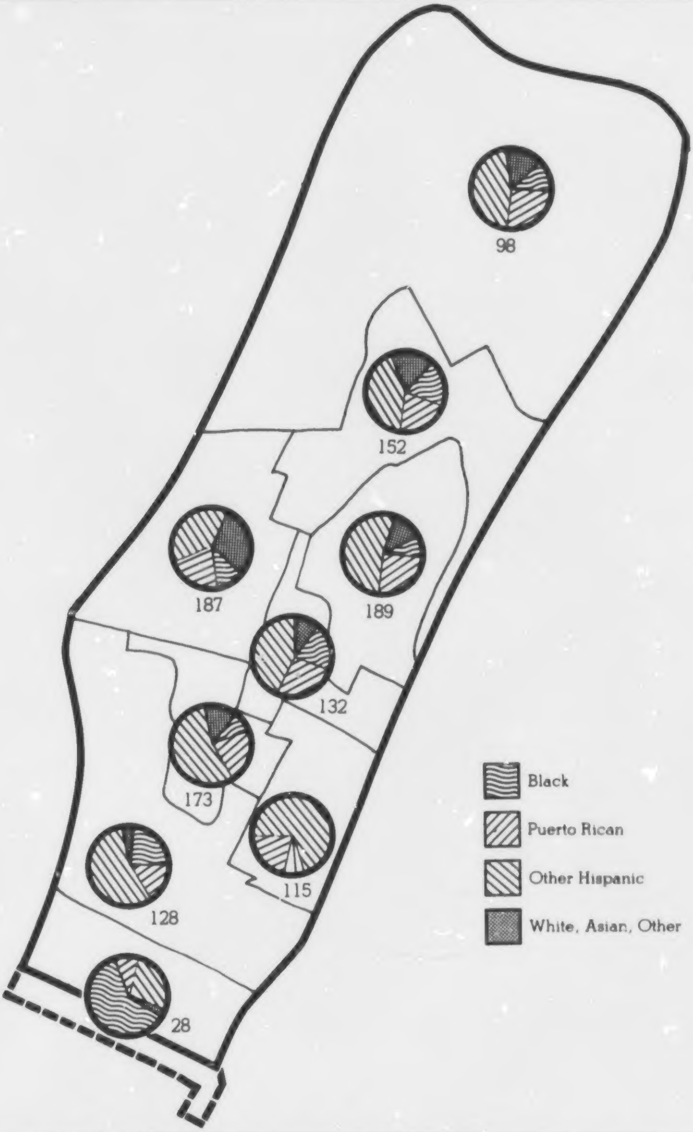
[5] While data from the Bureau of Attendance no longer separate Puerto Ricans from other Hispanics, data for the period 1970-71 to 1977-78 indicate that the number of Puerto Rican students remained fairly stable, but that the number of other Spanish students grew considerably (by 3,200 students or 54.3%).

Figure 3. Enrollment by ethnicity in selected public elementary schools, SD6, 1977-78


98
152
187
189
132
173
115
128
28
Black
Puerto Rican
Other Hispanic
White, Asian, Other

School	Total enrolled	White	Black	Puerto Rican	Other Hispanic	Asian and Other
		Ethnicity				
28	1,294	1.6%	61.3%	9.7%	27.2%	0.2%
98	1,291	13.0	12.3	26.7	45.9	2.0
115	1,247	2.0	4.6	22.1	71.1	0.2
128	1,414	1.8	23.7	16.3	55.8	2.4
132	1,296	8.4	20.4	26.6	43.6	0.9
152	1,112	10.5	19.4	20.8	43.5	5.8
173	1,330	9.6	9.0	22.5	54.5	4.4
187	993	28.1	10.5	21.2	37.4	2.8
189	1,621	11.3	8.4	25.3	54.2	0.9

Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual School Census-October, 1977: Pupil Ethnic Composition Report."

Migration of school-age children

The pattern of movement into and out of the district has contributed to the changing ethnic mix of students in SD6. The only fairly current data available that bear on this issue, however, are restricted to admissions and discharges from public schools during the 1974-75 school year.

In- and out-migration -- These data indicate that SD6 experienced a net gain of students from places outside of New York City: 1,915 students from places outside New York City entered the public schools of SD6 and 1,375 SD6 students left the city, for a net gain of 540 students (Table 3). The district had a net gain of students primarily from the West Indies (+670) and other non-European foreign countries (+183) while losing students to the suburbs (−226) and other parts of the United States (−135). Over one-quarter of the students leaving SD6 (26.2%) left for the suburbs. The largest volume of traffic for SD6 was with the West Indies, accounting for 22.6% of the outgoing students and over half (51.2%) of the incoming students. More than one out of eight (13.3%) incoming West Indian students enrolled in SD6.[6]

Table 3 – *Admission and discharge of public school students from/to places outside of N.Y.C., by origin and destination, SD6, 1974-75*

		Origin or destination						
	Total	*Suburbs*	*South*	*Other U.S.*	*Puerto Rico*	*West Indies*	*Europe*	*Other foreign*
Coming to SD6 schools from:								
Number	1,915	134	201	103	204	981	60	232
Percent	100.0%	7.0%	10.5%	5.4%	10.7%	51.2%	3.1%	12.1%
Going from SD6 schools to:								
Number	1,375	360	223	216	186	311	30	49
Percent	100.0%	26.2%	16.2%	15.7%	13.5%	22.6%	2.2%	3.6%
Net change	+540	−226	−22	−113	+18	+670	+30	+183

Source: N.Y.C. Dept. of City Planning, *Pupil Mobility 1974-75: A Demographic Analysis*, December 1977.

Patterns of childbearing

More babies born — It is significant that there was a 1% *increase* in the total number of births in the ten health areas approximating M12 during the period 1965-67 to 1975-77, while the number of births citywide declined by 28.0% (Table 4). The overall increase was the net result of numerical increases in five health areas (ranging from +0.8% to +16.0%) and decreases in five health areas (ranging from −0.4% to −24.0%). The largest decreases occurred in the three health areas not totally contained in M12. Among the seven health areas falling totally within the boundaries of M12, the total number of births increased by 5.9% from 1965-67 to 1975-77.

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[6] N.Y.C. Dept. of City Planning, *Pupil Mobility 1974-75: A Demographic Analysis*, December 1977.

Table 4 – *Births in selected health areas, M12, 1965-67 vs. 1975-77*

Health area	*Births* 1965-67	1975-77	*Percent change*
1.10*	954	874	– 8.4%
1.20	1,056	1,064	+ 0.8
2.10	1,094	1,188	+ 8.6
2.21	963	1,117	+ 16.0
2.22	466	455	– 2.4
3.00	791	890	+ 12.5
4.00	1,538	1,625	+ 5.7
5.00	1,264	1,259	– 0.4
6.10*	836	635	– 24.0
7.10*	301	252	– 16.3
Total	9,263	9,359	+ 1.0%
N.Y.C.	457,952	329,899	– 28.0%

Note: To increase validity, data are pooled over three years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Vital Statistics by Health Areas and Health Center Districts*, 1965 to 1967 and 1975 to 1977.

In 1971 the estimated birth rate[7] for HA/M12 was 14.1 births per 1,000 total population, slightly lower than the citywide birth rate that year. Since that time, however, the citywide birth rate has declined, while the birth rate for HA/M12 has increased to 18.1 per 1,000 in 1977—higher than the citywide resident birth rate of 14.2 in that year.

Abortions — During the four-year period from 1974 to 1977, 9,262 women residing in HA/M12 had abortions (Table 5). During that same period, the ratio of abortions to births was 77:100, or approximately three abortions for every four births. This overall ratio was slightly lower than the ratio citywide (81:100).

The use of abortions to control fertility varied across the ten health areas of M12. The lowest abortion to birth ratio, approximately two abortions for every three births, occurred in h.a.'s #2.10 and #4.00, which fall totally within the boundaries of M12. The number of abortions exceeded the number of births in the two health areas split with Community District #9.

Births out of wedlock — Whereas in 1965-67 the out-of-wedlock birth percentage in HA/M12 had been lower than the citywide percentage, this pattern was reversed in 1975-77. The district's percent had risen to 32.2%, exceeding the citywide percent of 30.6% (Table 6). While both the HA/M12 and citywide percents had increased over the decade, the district's percent almost tripled in comparison to a doubling of the citywide percent.

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[7] Population estimates used in calculating birth rates are for 1970 and 1977 as shown in Table 1.

Table 5 – Resident abortions and births in selected health areas, M12, 1974-77

Health area	Abortions 1974-77	Births 1974-77	Ratio of abortions:births 1974-77
1.10*	828	1,151	71.9:100
1.20	947	1,378	68.7:100
2.10	983	1,505	65.3:100
2.21	977	1,406	69.5:100
2.22	412	573	71.9:100
3.00	917	1,150	79.7:100
4.00	1,393	2,116	65.8:100
5.00	1,417	1,63[illegible]	86.6:100
6.10*	934	855	109.2:100
7.10*	454	337	134.7:100
Total	9,262	12,107	76.5:100
N.Y.C.	335,221	412,161	81.3:100

Note: To increase validity, data are pooled over four years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Vital Statistics by Health Areas and Health Center Districts,* 1974 to 1977.

Table 6 – Out-of-wedlock births in selected health areas, M12, 1965-67 vs. 1975-77

Health area	Out-of-wedlock births 1965-67: Number	Out-of-wedlock births 1965-67: As % of total births	Out-of-wedlock births 1975-77: Number	Out-of-wedlock births 1975-77: As % of total births
1.10*	41	4.3%	217	24.8%
1.20	49	4.6	326	30.6
2.10	92	8.4	347	29.2
2.21	45	4.7	312	27.9
2.22	8	1.7	57	12.5
3.00	32	4.0	199	22.4
4.00	159	10.3	550	33.8
5.00	260	20.6	536	42.6
6.10*	244	29.2	310	48.8
7.10*	125	41.5	164	65.1
Total	1,055	11.4%	3,018	32.2%
N.Y.C.	68,030	14.9%	101,049	30.6%

Note: To increase validity, data are pooled over three years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.

Source: Frieda Nelson and Jean Pakter, N.Y.C. Dept. of Health: personal communication; N.Y.C. Youth Board, "Out-of-Wedlock Births by Community Districts," 1975 and 1977.

The slight increase of 96 (1%) in the total number of live births in the district was the net result of an increase of 1,963 in the number of babies born to single women between 1965-67 and 1975-77 and a decrease of 1,867 in the number of births to married women. The out-of-wedlock percentage increased in all health areas, in some areas by as much as five or six times their rates in 1965-67. The relatively largest increases were experienced in the health areas that had low out-of-wedlock ratios in the 1960s. In 1975-77 out-of-wedlock percents in the health areas ranged from 12.5% in h.a. #2.22 to 65.1% in h.a. #7.10.

FAMILY STRUCTURE AND INCOME

Family type

According to the latest data available (1970 census), 20.6% of the families with children in HA/M12 were headed by a mother only, a proportion comparable to that citywide (20.3%). The percentage varied across health areas, ranging from a low of 12.9% in h.a. #2.22 to 37.1% in h.a. #7.10 (Table 7).

Table 7 – *Female-headed families with children under 18 in selected health areas, M12, 1970*

Health area	*Families with children under 18*		
		Female-headed	
	Total	#	%
1.10*	2,650	376	14.2%
1.20	2,793	465	16.6
2.10	2,652	469	17.7
2.21	2,445	425	17.4
2.22	1,354	174	12.9
3.00	2,119	291	13.7
4.00	3,526	768	21.8
5.00	3,017	885	29.3
6.10*	1,904	628	33.0
7.10*	875	325	37.1
Total	23,335	4,806	20.6%
N.Y.C.	1,028,824	209,105	20.3%

*Health area is split between community districts. Data are for entire health area.

Source: Community Council of Greater New York, *Characteristics of the Population in New York City by Health Areas 1970: Family Composition*, October 1973, Appendix B.

Between 1970 and 1976, the percentage of N.Y.C. children living in female-headed families rose from 20.8% to 30.5%.[8] While these more recent data are not available for the district, it is likely that the trend has paralleled the citywide increase. As noted earlier, the percentage of babies born to single mothers has risen, to one out of three in recent years.

Income and poverty

The 1970 median family income in SD6 was $8,732, in comparison with $9,682 citywide (CSDP). Yet children in SD6 were slightly less likely to be poor than children citywide. The child poverty rate in the district was 18.9% vs. 21.4% citywide. Children living with their mothers only were more likely to be poor than were children living in two-parent families (41.7% vs. 11.0%). But in comparison with the poverty rate for children in female-headed families citywide (56.2%), children in female-headed families in SD6 were less likely to be poor. The poverty rate for SD6 children living in two-parent families was equal to that citywide (11.1%).

Since 1970 data on the number of M12 children living in families with incomes below the poverty level have not been available. An analysis of public assistance cases by health area, however, reveals that the number of poor children in the district has been increasing.

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[8] Trude W. Lash, Heidi Sigal, and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education*. New York, Foundation for Child Development, 1979.

Public assistance cases — In HA/M12 the number of children under 18 in families receiving public assistance rose from 10,663 in 1973 to 18,311 in 1978—an increase of 71.7%. While there were increases in number for each of the ten health areas, the magnitude of the increase ranged from a low of 17.0% in h.a. #6.10 to 135.5% in h.a. #2.21 (Table 8). As in 1973, approximately 28% of the children receiving public assistance in 1978 were under 5 years of age.

Since estimates of the *total* child population in the district are not available for 1973 or 1978, calculation of changes in *rates* on public assistance is not possible. The declining enrollments in schools in SD6, however, provide some indication that public assistance rates have risen. Data from the Board of Education put the more recent public assistance caseload into perspective. It was estimated that in 1976-77 there were 10,630 elementary and junior high school-age children on AFDC in SD6.[9] This number represented approximately 56% of all the children in that age group enrolled in public schools in the district.

Table 8 – Children receiving public assistance in selected health areas, M12, 1973 vs. 1978

Health area	*1973*		*1978*		*Percent change in number*
	#	*% under 5*	*#*	*% under 5*	
1.10*	610	35.4%	1,188	29.9%	+ 94.8%
1.20	1,015	31.9	1,985	30.7	+ 95.6
2.10	1,187	26.8	2,622	27.8	+ 120.9
2.21	814	29.6	1,917	33.3	+ 135.5
2.22	128	33.6	288	28.8	+ 125.0
3.00	639	26.6	1,471	23.7	+ 130.2
4.00	2,315	27.3	3,401	24.8	+ 46.9
5.00	1,999	28.6	3,074	27.5	+ 53.8
6.10*	1,295	27.8	1,515	28.4	+ 17.0
7.10*	661	24.5	850	21.6	+ 28.6
Total	10,663	28.7%	18,311	27.7%	+ 71.7%

*Health area is split between community districts. Data are for entire health area.

Source: City of New York, Human Resources Administration, Office of Budget and Fiscal Affairs, "Distribution of Cases and Persons Receiving Public Assistance by Program and Health Areas in New York City," July 1973 and April 1978.

Child care

While, as stated in the main body of this report, the number of working mothers citywide has been increasing, no data are available on the number of working mothers in M12. Little is known about the child-care arrangements made by working mothers or by nonworking mothers who wish to put their children in full-day or part-day alternate care arrangements.

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[9] Board of Education of the City of New York, *School Profiles 1976-77*.

In 1978-79 1,535 children were enrolled in kindergarten programs in the public schools of SD6. An additional 399 children attended preprimary programs in nonpublic schools in the district (ICE). As of July 1979, there were eight day-care centers in M12 operated by the Agency for Child Development. These programs had a capacity for 640 children in group care (470 preschool and 170 school-age) and 251 children in family day care (146 full time and 105 part time).[10] In May 1979 there were 985 children enrolled in these programs.[11] Only 15.3% were fee-paying; 33.0% were on public assistance and 51.7% were other non-fee-paying children. There was no Head Start program in the district.

HOUSING

There has been no notable change in the number of "occupiable"[12] housing units in M12 (P). Between 1970 and 1977, the number of housing units declined by only 495 to 72,373. This represented a decline of 0.7%, identical to the decline experienced citywide during that period. Public and publicly aided housing units accounted for only about 6% of the occupiable housing units in M12. Approximately 2,000 units were located in the four city, state, and federal public housing projects for low-income residents.[13] An additional 2,700 were designated middle-income (P).

Table 9 – *Lead poisoning cases in selected health areas, M12, January 1970-March 1977*

Health area	Cases**
1.10*	3
1.20	10
2.10	3
2.21	7
2.22	3
3.00	11
4.00	35
5.00	31
6.10*	15
7.10*	9
Total	127
N.Y.C.	9,968

*Health area is split between community districts. Data are for entire health area.

**Prior to 1/1/75, a "case" of lead poisoning was defined as a blood lead level of 55 ug/100ml or greater. Since 1/1/75 a "case" is defined as a blood level of 40ug/100ml. or greater.

Source: Tom Kaiser, N.Y.C. Dept. of Health, Bureau of Lead Poisoning Control: personal communication.

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[10] City of New York, Human Resources Administration, Agency for Child Development.

[11] Due to child absences, it is ACD policy for enrollment to exceed capacity.

[12] The term "occupiable" encompasses all units in structures where at least one unit was occupied. No judgment, however, is made as to the habitability of the remaining units. Thus the number of occupiable units may overestimate the availability of habitable housing in deteriorated areas and underestimate the number in areas that contain sound one- and two-family homes that may be vacant but not abandoned (P).

[13] More than half of these units were located in Dyckman Houses, a N.Y.C. public housing project (P).

Only 46 residential buildings in M12 were vacant at some time during the period 1969-1977. As of 1977, 33 were still vacant; only one had been reoccupied; the remaining 12 had been demolished.

The effects of housing conditions of M12 on some child residents is shown in data on lead poisoning. Over the period January 1970 through March 1977, 127 cases of lead poisoning were identified in the district (Table 9).

HEALTH

At the community district level, data on the health status of children are limited in scope. While the incidence of reportable diseases (including the communicable diseases of childhood) is available, the annual number of cases is relatively low, and fluctuations over time and across districts are hard to interpret due to the lack of child population bases with which to calculate rates. In addition, due to the small size of the N.Y.C. sample in the Health Interview Survey, it was impossible to analyze data on child disability and use of health services at a sub-city level.

Nevertheless, the following material, which focuses primarily on the life chances of newborns, provides some indication of improvement in M12. The rate of infant death, in particular, has traditionally been used as a surrogate measure of general health status in a community.

Infant mortality

Sixty-five fewer infants died in their first year in HA/M12 in 1975-77 in comparison with 1965-67 (Table 10). Overall, the infant death rate dropped

Table 10 – *Infant mortality in selected health areas, M12, 1965-67 vs. 1975-77*

	Infant deaths			
	1965-67		*1975-77*	
Health area	*Number*	*Rate***	*Number*	*Rate***
1.10*	18	18.9	12	13.7
1.20	17	16.1	17	16.0
2.10	21	19.2	12	10.1
2.21	15	15.6	13	11.6
2.22	7	15.0	3	6.6
3.00	21	26.5	13	14.6
4.00	26	16.9	14	8.6
5.00	31	24.5	21	16.7
6.10*	24	28.7	13	20.5
7.10*	8	26.6	5	19.8
Total	188	20.3	123	13.1
N.Y.C.	11,384	24.9	6,173	18.7

Note: To increase validity, data are pooled over three years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.
**Rate per 1,000 live births.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Vital Statistics by Health Areas and Health Center Districts,* 1965 to 1967 and 1975 to 1977.

from 20.3 per 1,000 live births to 13.1 per 1,000. At both times, the district rate was lower than the citywide rate. It also showed relatively greater improvement over the ten-year period. There was a decline in infant mortality in every health area. As of 1975-77, rates ranged from a low of 6.6 per 1,000 live births in h.a. #2.22 to 20.5 in h.a. #6.10.

Low birth weight

Babies born weighing less than five-and-a-half pounds are significantly more likely to die during infancy. Those who survive, especially those born at the lowest weights, are more likely to show retarded physical and mental development and to experience a variety of disabilities.

Like the trend citywide, the low birth weight percentage in HA/M12 declined slightly between 1965-67 and 1975-77 (Table 11). At both times, the district percentage was somewhat lower than that citywide. Overall, the number of infants born at low weight in HA/M12 dropped from 852 to 776. Declines in the percent of low weight births were evident for six out of ten health areas.

Table 11 – *Low-weight births in selected health areas, M12, 1965-67 vs. 1975-77*

	*Low-weight births***			
	1965-67		*1975-77*	
Health area	*Number*	*As % of total*	*Number*	*As % of total*
1.10*	77	8.1%	68	7.8%
1.20	79	7.5	86	8.1
2.10	106	9.7	92	7.7
2.21	83	8.6	80	7.2
2.22	34	7.3	27	5.9
3.00	62	7.8	56	6.3
4.00	121	7.9	138	8.5
5.00	154	12.2	97	7.7
6.10*	93	11.1	82	12.9
7.10*	43	14.3	50	19.8
Total	852	9.2%	776	8.3%
N.Y.C.	46,866	10.2%	30,353	9.2%

Note: To increase validity, data are pooled over three years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.
**Births under 2501 grams.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Vital Statistics by Health Areas and Health Center Districts,* 1965 to 1967 and 1975 to 1977.

Prenatal care

Often, pregnancy risks can be identified early, and preventive or ameliorative action can be undertaken. This is only possible if the mother obtains adequate prenatal care. In 1975-77 93.3% of the birth certificates for HA/M12 indicated whether the woman had received prenatal care and when in the pregnancy that care began. Based on these data, in the case of one out of every four births (25.2%), the mother had received late care (beginning in the seventh to ninth month) or no care at all (Table 12). This represented an increase in the percent receiving inadequate prenatal care since 1965-67 when the percent was 17.8%. The trend contrasts with the general improvement experienced citywide during this ten-year period. As of 1975-77, the percentage of HA/M12 women receiving inadequate prenatal care exceeded the average citywide of 19.8%.

Table 12 – Late or no prenatal care in selected health areas, M12, 1965-67 vs. 1975-77

	1965-67			1975-77		
Health area	*Total births***	*Late or no care* #	*Late or no care* %	*Total births***	*Late or no care* #	*Late or no care* %
1.10*	938	103	11.0%	832	206	24.8%
1.20	1,043	138	13.2	992	234	23.6
2.10	1,076	174	16.2	1,110	310	27.9
2.21	948	123	13.0	1,033	235	22.7
2.22	461	36	7.8	437	59	13.5
3.00	778	95	12.2	821	172	21.0
4.00	1,500	289	19.3	1,515	422	27.9
5.00	1,214	322	26.5	1,161	335	28.9
6.10*	817	232	28.4	600	163	27.2
7.10*	290	102	35.2	233	63	27.0
Total	9,065	1,614	17.8%	8,734	2,199	25.2%
Late care		1,329	14.7%		1,455	16.7%
No care		285	3.1		744	8.5

Note: To increase validity, data are pooled over three years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.

**Total births for which care was indicated. During 1965-67 there were 198 (2.1%) births for which month of first visit for prenatal care was not indicated on birth certificates; during 1975-77 the number not indicated was 625 (6.7%).

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Vital Statistics by Health Areas and Health Center Districts,* 1965 to 1967 and 1975 to 1977; and Frieda Nelson and Jean Pakter: personal communication.

While the number of women receiving late care continued to be greater than the number receiving no care at all, the largest increase was evident among the latter. In 8.5% of HA/M12 births for which information was provided on prenatal care, the mother had received *no* care. The increase in the proportion of births for which inadequate prenatal care was obtained, combined with a slight rise in the total number of births in the district, resulted in an increase from 1,614 to 2,199 in the number of babies born without adequate prenatal care in HA/M12.

Physicians in practice

A study by the N.Y.C. Department of Health reported on the number of physicians in practice as of July 1975 in the various health areas of the city.[14] An examination of these findings reveals that 860 physicians were in practice in the ten health areas approximating M12. The average ratio of physicians per 1,000 estimated population was 4.5, in comparison with 6.3 per 1,000 for the borough of Manhattan and 2.4 for the city as a whole. The ratio varied by health area from 0.8 physicians per 1,000 population in h.a. #6.10 to 16.6 per 1,000 in h.a.

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[14] Morton Israel and Leah-Ellen Calamucci, *The Distribution of Physicians by Small Areas of New York City: July 1975,* N.Y.C. Dept. of Health, Office of Biostatistics, December 1977.

#4.00 (the site of Presbyterian Hospital). Eighty-five percent of all the physicians in HA/M12 were in practice in the five health areas in which six area hospitals at that time were situated.[15] Twelve shared health facilities[16] were also located within HA/M12 as of July 1975.

CHILDREN AND THE SCHOOLS

The most detailed and up-to-date information on children living in M12 comes from school-based records.

Achievement

Reading achievement levels in SD6 were far below those citywide. In March 1978 only one out of four (27.7%) public school students in the district was reading at or above grade level compared to a N.Y.C. average of 43.0% (Table 13). However, the percentages of students reading below grade level are quite comparable (52.2% in SD6 vs. 51.5% in New York City). The difference is attributable to the percent of students who did not speak or understand English well enough to be tested. As discussed later in the chapter, this category encompasses one out of every five second- to ninth-graders in SD6 but only one out of 20 citywide.

Table 13 – *Reading achievement levels in public schools, by grade, SD6, March 1978*

Grade	*Total**	*At or above grade*	*Below grade*			*N.E.**
			0-1 yr.	*1-2 yrs.*	*2+ yrs.*	
2	2,065	24.6%	28.9%	19.5%	3.1%	23.9%
3	1,912	25.3	21.2	26.5	6.6	20.4
4	1,860	30.5	23.6	23.4	6.0	16.5
5	1,860	32.3	21.2	21.2	9.5	15.8
6	1,715	30.8	13.7	16.9	19.2	19.4
7	1,447	21.9	11.1	18.5	23.8	24.7
8	1,669	26.9	12.9	11.8	26.9	21.5
9	1,241	29.4	9.8	15.4	26.5	18.9
Total	13,769	27.7%	18.7%	19.5%	14.0%	20.1%
N.Y.C.	507,860	43.0%	20.1%	17.9%	13.5%	5.5%

*Non-English-speaking students (N.E.) are not tested but are included in the total.

Source: Board of Education of the City of New York, Office of Educational Evaluation, "Pupil Reading Achievement in New York City," December 1978.

The percentage of students reading at or above grade level varies significantly by school (Table 14). At the high end of the range, one school (P.S. 187) had more than half (58.6%) of its students reading at or above grade. While this school also had a lower percentage of non-English-speaking (N.E.) students than most other schools in the district, this fact alone cannot entirely explain the higher reading scores. The two schools that had even smaller percentages of N.E.

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[15] Presbyterian Hospital, N.Y. State Psychiatric Institute, and St. Clare's-St. Elizabeth Division, Jewish Memorial, Wadsworth, and Delafield hospitals. (*Ibid.*) Subsequent to the study Delafield and Wadsworth hospitals were closed.

[16] See Chapter 3, pp. 82-83 for a description of shared health facilities.

students had only one out of four students reading at or above grade and the highest percentages of students reading more than two years below grade.

Table 14 – *Enrollment, reading achievement, and attendance, by public school, SD6*

School	*Enrollment* 1977-78	*Enrollment* % change 1973-74 to 1977-78	*Reading Achievement-1978* At or above grade	*Reading Achievement-1978* 2+ yrs. below grade	*Reading Achievement-1978* N.E.*	*Attendance* 1978-79
Elementary						
28	1,294	−21.8%	23.7%	15.0%	8.6%	88.5%
98	1,291	+13.5	18.6	5.8	38.2	88.0
115	1,247	− 3.6	25.8	9.2	22.3	88.5
128	1,414	+ 9.2	26.4	7.0	20.2	89.7
132	1,296	+10.4	26.7	7.7	19.9	88.0
152	1,112	+ 2.7	36.1	5.0	22.7	90.3
153**	1,236	+22.6	26.2	13.3	9.5	86.0
173	1,330	+11.1	36.1	3.9	19.9	89.8
187***	993	+22.6	58.6	4.3	10.8	92.3
189	1,621	+23.8	30.0	9.5	17.4	88.5
192	1,500	− 2.3	19.1	10.1	21.1	89.3
Junior High/ Intermediate						
52	1,880	+ 6.6%	21.9%	29.9%	22.8%	86.7%
143	2,125	+ 5.9	27.9	21.1	23.9	85.2
164	650	−1[illegible].1	16.8	36.8	16.5	85.3
Total	18,989	+ 5.2%	27.7%	14.0%	20.1%	88.2%

*Non-English-speaking pupils; not tested.
**Constructed in 1975, this school replaced P.S. 186.
***Includes 7th and 8th grades.

Source: Board of Education of the City of New York: Office of Educational Statistics, "Pupil Ethnic Composition Report," October 1977, and *Community School Profiles*, 1973-74; Bureau of Attendance, "Report on Pupil Attendance," 1978-79; Office of Educational Evaluation, "Pupil Reading Achievement in New York City," December 1978.

Relative to other public schools in the city, some schools in SD6 have been losing ground. In 1978 ten of the district's 11 elementary schools and all three of its junior high schools were eligible to use special teacher-hiring procedures because of their low reading scores,[17] an increase since 1973, when 11 schools were eligible. The number of SD6 schools in the lowest 10% of all schools on reading scores also increased, from one in 1973 to three in 1978.

Results of the N.Y. State Pupil Evaluation Program tests for SD6 also show progressive deterioration in reading and mathematics scores with increasing grade, as they do citywide (Table 15). Almost half (49.3%) of the SD6 sixth grade students scored below "minimum competence" in reading, and more than half (59.1%) in mathematics, compared to less than half below "minimum competence" for New York City as a whole (41.8% and 49.4%).

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[17] Each year schools are ranked on the percentage of their students who are reading at or above grade level. Those schools falling in the lowest 45% of schools (359 schools in 1978) are eligible to bypass regular teacher hiring procedures. Board of Education of the City of New York, Office of Educational Evaluation, "Ranking of Schools by Reading Achievement," September 1973 and December 1978.

Table 15 – Reading and mathematics competency levels in public schools, grades 3 and 6, SD6, fall 1978

	Grade 3		Grade 6	
	#	%	#	%
Reading				
Number tested	1,215	100.0%	1,360	100.0%
Scoring:				
Above level 6	88	7.2%	81	6.0%
Levels 4-6	669	55.1	608	44.7
Below level 4	458	37.7	671	49.3
Mathematics				
Number tested	1,457	100.0%	1,640	100.0%
Scoring:				
Above level 6	92	6.3%	53	3.2%
Levels 4-6	847	58.1	618	37.7
Below level 4	518	35.6	969	59.1

Note: Level 4 is considered an indication of minimum competence.

Source: N.Y. State Education Dept., Information Center on Education, "New York State Pupil Evaluation Program: Public School System Population Control Report," fall 1978.

English-language difficulty

According to the results of the 1978-79 Language Assessment Battery, 4,772 or 25.5% of the students in SD6 had English-language difficulty: 21.4% had severe difficulty and 4.1% moderate difficulty.[18] These percentages were much higher than the citywide percentages of elementary and junior high schools, where 6.5% had severe and 1.9% moderate difficulty with the English language. Almost all (97.4%) of those with language difficulties in SD6 spoke Spanish, compared to 80.5% citywide.

The percentage of students in the district who could not be tested in reading due to a lack of English skills (N.E.) increased from 15.5% in 1971[19] to 20.1% in 1978 (Table 14). There was considerable variation in the percentage of N.E. students across schools. In one school (P.S.98) more than one out of every three students (38.2%) could not speak or understand English. In eight other schools at least one out of five students could not speak English. In only two schools (P.S.28 and P.S.153) were there fewer than one out of ten students with limited English language ability. All 14 of the schools in SD6 had bilingual programs in Spanish in May 1979; P.S.189 also had classes in Greek.[20]

Attendance

On a typical day in 1978-79, more than 2,200 students were absent from the schools of SD6—11.8% of the number enrolled.[21] The percentage compares to a citywide rate of 12.8% for the same year. This translates into an average of 21 days of absence per child a year in SD6 (20 days at the elementary level and 25 at the junior high school level) versus 23 days of absence per child a year in the city.

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[18] Board of Education of the City of New York, Office of Educational Statistics, LAB Unit.

[19] Board of Education of the City of New York, Bureau of Educational Research, "Summary of Citywide Reading Test Results for 1970-1971," January 1972.

[20] Board of Education of the City of New York, "Survey of Day Schools with Bilingual Programs—All Sources of Funding," May 16, 1979.

[21] Board of Education of the City of New York, Bureau of Attendance, "Report on Pupil Attendance," 1978-79.

Suspensions

The number of pupil suspensions in SD6 has been declining steadily in the second half of the 1970s, dropping from 707 in 1974-75 to 244 in 1977-78 (the last full year for which data are available) (Table 16). Since enrollment had not changed significantly during this period, the suspension *rate* also declined, from 38.5 suspensions per 1,000 enrolled students to 12.8 per 1,000. Projections for 1978-79 based on data for the first five months of the school year suggest that both the number of suspensions and the suspension rate have begun to increase. In fact, there were almost as many student suspensions in the period September 1978 through January 1979 as there were in the entire 1977-78 school year.

Table 16 – *Suspensions of public school students, SD6, 1974-75 to 1978-79*

		*Suspensions**	
	Enrollment	*Number*	*Rate***
1974-75	18,342	707	38.5
1975-76	19,170	530	27.6
1976-77	19,069	350	18.4
1977-78	18,989	244	12.8
1978-79***	18,679	474	25.4

*Principals' suspensions only. Data for 1975-76 are based on incomplete reports.
**Suspensions per 1,000 enrolled students.
***Annual projection based on data for September 1978 through January 1979.

Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual Pupil Ethnic Census;"
Advocates for Children of New York, unpublished data from the Board of Education.

The suspension rate in SD6 for the first five months of the 1978-79 school year was 13.0 per 1,000 enrolled students, compared to 14.8 citywide (Table 17). Suspension rates were lower in SD6 than citywide for all groups except Asians, who made up less than 1% of all SD6 suspensions. The fact remains, however, that in SD6 as in the city as a whole, blacks are most likely to be suspended and Hispanics are next most likely.

School crime

The number of reported school crime incidents[22] in SD6 increased by 55.1% in two years, going from 69 in 1976-77 to 107 in 1978-79 (Table 18). During this same period, enrollment in the district decreased from 19,069 to 18,679 (Table 2). As a result, the *rate* of reported school crime per 1,000 enrolled students increased from 3.6 to 5.7. During the same period, the rate of reported school crime increased from 4.9 to 6.2 for elementary and junior high schools citywide.

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[22] Board of Education of the City of New York, Office of School Safety.

Table 17 – *Suspensions of public school students, by ethnicity, SD6, September 1978-January 1979*

	Enrollment		*Total suspensions*			*N.Y.C.*
	#	*%*	*#*	*%*	*Rate**	*rate**
Total	18,679	100.0%	242	100.0%	13.0	14.8
Ethnicity						
American Indian	6	0.0%	0	0.0%	–	3.2
Asian	326	1.7	2	0.8	6.1	1.4
Hispanic	12,982	69.5	141	58.3	10.9	12.0
Black	4,208	22.5	95	39.3	22.6	23.1
White	1,157	6.2	4	1.6	3.5	7.1

*Suspensions per 1,000 enrolled students.

Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual Pupil Ethnic Census;"
Advocates for Children of New York, unpublished data from the Board of Education.

Table 18 – *Reported public school crimes, by type, SD6, 1976-77 vs. 1978-79*

	Number		*Percent*	
	1976-77	*1978-79*	*1976-77*	*1978-79*
Total	69	107	100.0%	100.0%
Assault	26	24	37.7%	22.4%
Harassment	3	28	4.3	26.2
Robbery	0	5	–	4.7
Larceny	12	14	17.4	13.1
Sex offenses	0	1	–	0.9
Trespassing	10	11	14.5	10.3
Narcotics	2	3	2.9	2.8
Weapons	0	1	–	0.9
Disorderly conduct	5	3	7.2	2.8
Reckless endangerment	2	3	2.9	2.8
Criminal mischief	2	4	2.9	3.7
Fire	3	4	4.3	3.7
Bomb threat	4	5	5.8	4.7
Other	0	1	–	0.9

Source: Board of Education of the City of New York, Office of School Safety.

Victims — The majority of victims of reported school crime in 1978-79 were teachers (63.9%). Students were 23.6% of the victims, school security officers 2.8%, and others 9.7%.

In 1977-78 there were 35 reported incidents with teachers as victims. In that year, the district had a teaching staff of 951 (ICE). The rate of teacher victimization was 36.8 per 1,000, lower than the citywide rate of 55.4. In 1978-79 the number of teacher victims increased to 46; however, the rate of teacher victimization in SD6 was still lower than the citywide rate. Teachers were most likely to be the victims of harassment (43.5%), assault (30.4%), and larceny (21.7%).

Students in SD6 were much less likely to be reported as victims of school crime incidents than were teachers, and were relatively "safer" than students citywide. In 1978-79 there were 17 student victims out of over 18,000 enrolled students, a student victimization rate of 0.9 per 1,000, compared with 1.2 citywide.

Perpetrators — During 1978-79 140 "perpetrators" were responsible for the 107 reported school crime incidents: 45 were students who committed crimes in their own schools, and 37 were students from other schools; nine were non-students who had some legitimate reason for being in the school (e.g., parents); 18 were non-student intruders; and the identities of 31 were unknown. Students in SD6 were less likely than those citywide to commit crimes in their own schools (2.4 per 1,000 vs. 4.0 per 1,000). Half (50.5%) of the perpetrators in SD6 whose identities were known were intruders (student or non-student) compared to 22.5% citywide. Fourteen (31.1%) of the known student perpetrators in SD6 were suspended as a result of their actions compared to just over 40% citywide. Three students were transferred.

CRIME IN THE COMMUNITY

In 1977 Precinct #34 (PCT34)[23] was ranked 60th among all N.Y.C. police precincts in the rate of reported crimes against the person and 46th in the rate of reported crimes against property (P). In 1979 a total of 7,357 felonies were reported in PCT34.[24] Like the pattern citywide, crimes against the person accounted for one out of five (22.2%) of all reported felonies. There were 1,227 reported robberies, 306 felonious assaults, 66 forcible rapes, and 33 murders. Seven out of every ten reported felonies were crimes against property. Burglary accounted for more than half (54.7%) of the 5,183 crimes against property reported that year in the precinct.

In 1979 222 children under the age of 16 were arrested in PCT34, 157 for felonies (Table 19). Juvenile arrests represented 12.1% of all felony arrests—lower than the citywide figure of 14.0%.

The number of juvenile arrests in PCT34 increased from 243 in 1972 to 331 in 1976. Since that time, however, they have decreased by one-third to 222 in 1979. This drop in the number of juvenile arrests coupled with the relatively small decline (−6.7%) in the number of school-age children in SD6 between 1976-77 and 1978-79 suggests that the *rate* of juvenile arrests has also decreased.

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[23] There are 73 police precincts in New York City. The major portion of M12 is covered by PCT34, while a small area is covered by Precinct #30. Precinct boundaries are scheduled to become coterminous with community boundaries in 1980.

[24] N.Y.C. Police Dept., Crime Analysis Unit, "Crime Comparison Report," December 1979.

Table 19 – *Arrests of children under 16 for felonies and misdemeanors, PCT34, 1972 to 1979*

Year	*Total*	*Felony*	*Misdemeanor*
Number of juvenile arrests			
1972	243	147	96
1973	243	141	102
1974	268	170	98
1975	256	134	122
1976	331	193	138
1977	309	208	101
1978	305	246	59
1979	222	157	65
As percent of PCT34 total			
1972	13.7%	15.9%	11.3%
1973	14.9	16.0	13.6
1974	15.7	17.6	13.2
1975	15.5	18.4	13.6
1976	15.0	17.2	12.8
1977	13.3	16.1	9.7
1978	12.7	17.3	6.5
1979	10.0	12.1	7.0

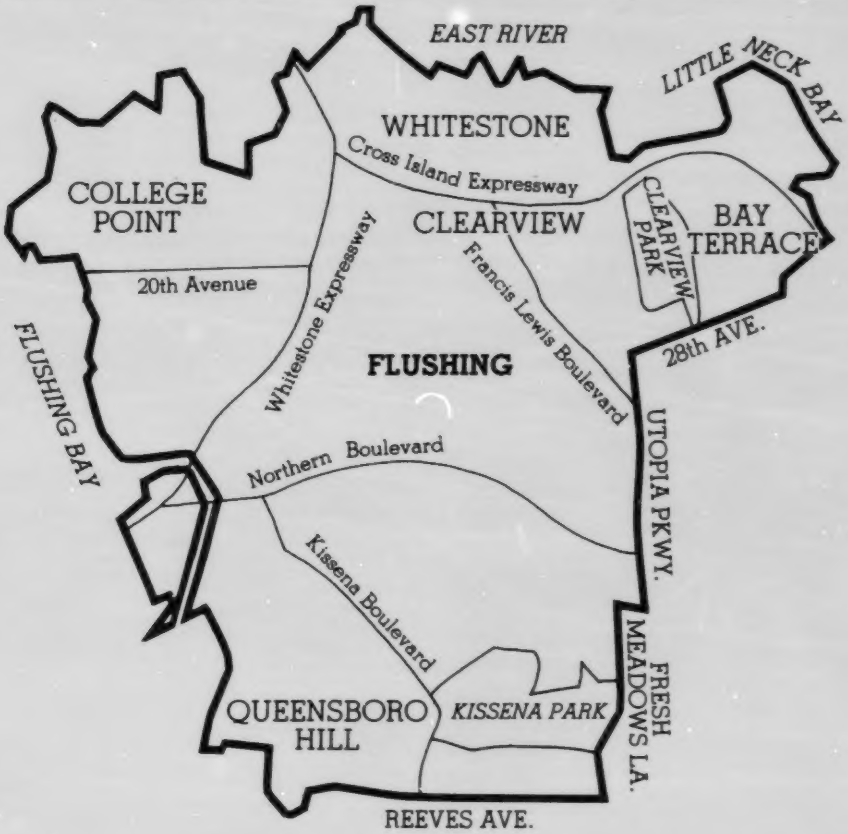
Source: N.Y.C. Police Dept., Crime Analysis Unit, "Crime Comparison Reports," 1973 to 1979.

10

QUEENS COMMUNITY DISTRICT #7

In 1970 Community District #7 in Queens (Q7) was a middle-class, almost totally white district. Since that time, it has been one of the minority of districts to have gained population while experiencing changes in the ethnic and economic profile of its residents. Q7 compares favorably with other districts in the health and educational status of its children.

Figure 1. Neighborhoods in Queens Community District #7


EAST RIVER
LITTLE NECK BAY
WHITESTONE
Cross Island Expressway
COLLEGE POINT
CLEARVIEW
CLEARVIEW PARK
BAY TERRACE
20th Avenue
Whitestone Expressway
Francis Lewis Boulevard
28th AVE.
FLUSHING BAY
FLUSHING
UTOPIA PKWY.
Northern Boulevard
Kissena Boulevard
FRESH MEADOWS LA.
QUEENSBORO HILL
KISSENA PARK
REEVES AVE.

POPULATION

Population: 1970

According to the census, approximately 207,000 people lived in Q7 in 1970 (P).[1] About one resident in four was under 18 years of age, just below the city-wide average. The median age of the district was 34.6 years in comparison with 32.4 citywide, the difference attributable to the slightly greater representation of persons 45-64 in the district. According to the racial/ethnic categorization available from the census, the vast majority (94.6%) of residents were white (P). Blacks and other nonwhites together represented only 4.3%. While slightly more than 1% of the population was Puerto Rican, overall 6.5% of Q7's population was "of Spanish language background." One in five of the district's residents was foreign-born.

Population change

Q7 was one of the minority of districts in the city that gained in population since 1970. The change that occurred in the district's total population between 1970 and 1977 is approximated by an analysis of population estimates prepared by the City Planning Department for selected health areas.[2] According to these esti-

Table 1 – *Population of selected health areas, Q7, 1970 vs. 1977*

Health area	*1970*	*1977 (est.)*	*Percent change 1970 to 1977*
2.10	17,174	16,800	-2.2%
2.21	15,951	15,600	-2.2
2.22*	47,300	51,700	+9.3
12.00	53,520	57,200	+6.9
13.10*	37,889	38,000	+0.3
13.20	25,973	25,500	-1.8
20.12*	21,149	20,200	-4.5
39.00**	**	NA	–
Total	218,956	225,000	+2.8%
Queens	1,987,174	1,958,300	-1.5%
N.Y.C.	7,895,563	7,277,500	-7.8%

*Health area is split between community districts. Data are for entire health area.

**H.a. #39.00, whose population falls totally within the boundaries of Q7, has served as the site of a military base (Fort Totten). As of 1970, 750 people resided in h.a. #39.00. Data on the change in resident population since that time are not available.

Source: N.Y.C. Dept. of City Planning, *Portfolio: An Information System for Community Districts,* Queens Community District 7, Section 2.8a;
U.S. Bureau of the Census, *Current Population Reports,* Series P-26, No. 78-32, September 1979.

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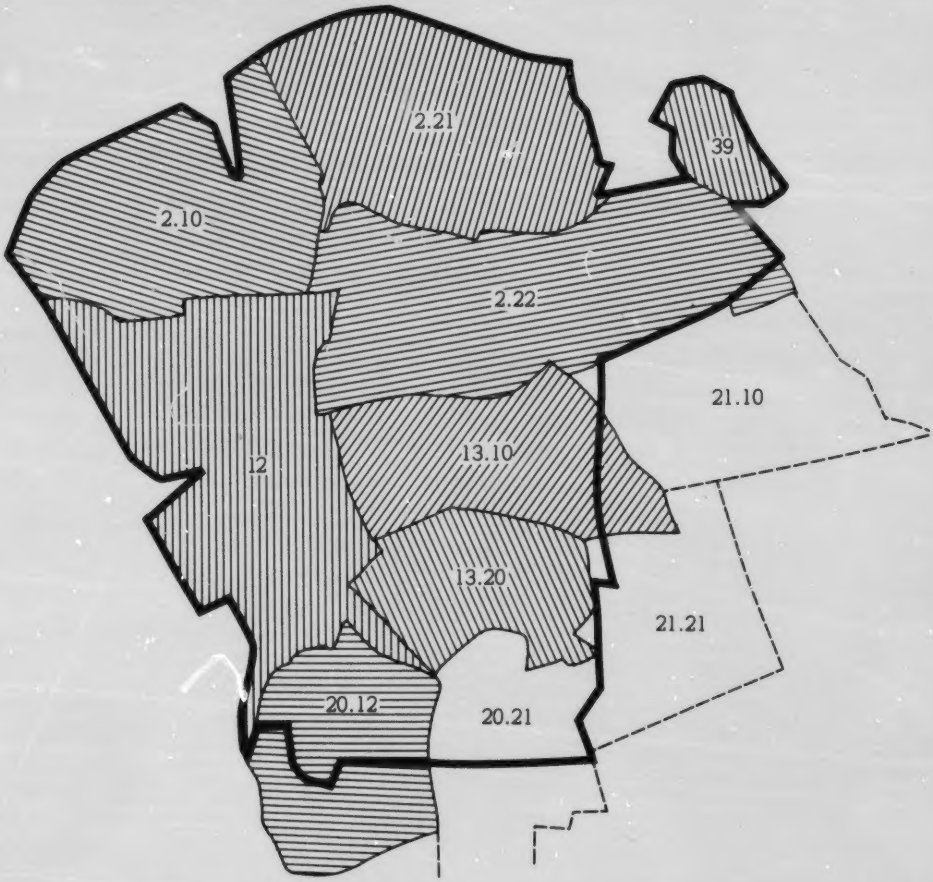
[1] Full citations for abbreviated sources are given on p. 163.

[2] Health areas are groups of contiguous census tracts used for health planning and data collection. The city is divided into 354 health areas. Health area boundaries often are not, however, coterminous with community district lines. The population of 11 health areas falls either completely or partially within the boundaries of Q7. We have restricted our analysis to the eight health areas that had a minimum of 20% of their population in Q7 in 1970. The data presented are totals for these eight health areas and therefore include some persons who live near but not in Q7 and exclude a smaller number of Q7 residents in the three health areas that overlap only slightly with Q7. The purpose of this analysis is to provide some indication of the magnitude of change between 1970 and 1977, rather than to provide a true measure of population size, which is overestimated by this method.

Figure 2. Health areas in Queens Community District #7



mates, the population in the eight health areas approximating Q7 (HA/Q7) rose by 2.8% between 1970 and 1977 (Table 1). The increase was significant in view of the declines evident during this period for the borough of Queens (−1.5%) and for the city as a whole (−7.8%). Variability across health areas existed, however, and the overall increase was attributable to continued population growth in only the three largest health areas— h.a.'s #2.22, #12.00, and #13.10.

Child population

Children made up 26.2% of the 1970 population in Q7 (P). More recent estimates of the total under-18 population are not available. School enrollment data, however, reflect changes in the size and ethnicity of the school-age population.[3] They show that between 1970-71 and 1978-79, the enrollment in public elementary and junior high schools in School District 25[4] (SD25) declined by 16.4% (Table 2). This was, however, a lower rate of decline than that experienced across all 32 public school districts (−20.3%). On the other hand, enrollment in the nonpublic schools in SD25 dropped from 14,417 to 11,671 (a decline of 19.0%) between 1972-73 and 1978-79, greater than the citywide nonpublic school enrollment decline of 15.1% (ICE).

Table 2 – Public elementary and junior high school enrollment, by ethnicity, SD25, 1970-71 to 1978-79

Year	Total	*Ethnicity*					
					Hispanic		
		Black	*American Indian*	*Asian*	*Puerto Rican*	*Other Spanish*	*White*
			Number				
1970-71	26,390	2,995	15	948	496	932	21,004
1971-72	26,060	3,237	7	981	542	1,028	20,265
1972-73	25,717	3,481	13	1,108	636	1,012	19,467
1973-74	25,349	3,748	18	1,184	620	1,174	18,605
1974-75	25,167	3,881	13	1,429	694	1,433	17,717
1975-76	24,572	3,569	14	1,589	655	1,432	17,313
1976-77	24,024	3,813	16	1,940	924	1,470	15,861
1977-78	23,097	3,579	11	2,060	928	1,508	15,011
1978-79	22,071	3,492	16	2,585	2,493		13,485
			Percent				
1970-71	100.0%	11.3%	0.1%	3.6%	1.9%	3.5%	79.6%
1971-72	100.0	12.4	0.0	3.8	2.1	3.9	77.8
1972-73	100.0	13.5	0.1	4.3	2.5	3.9	75.7
1973-74	100.0	14.8	0.1	4.7	2.4	4.6	73.4
1974-75	100.0	15.4	0.1	5.7	2.8	5.7	70.4
1975-76	100.0	14.5	0.1	6.5	2.7	5.8	70.5
1976-77	100.0	15.9	0.1	8.1	3.8	6.1	66.0
1977-78	100.0	15.5	0.0	8.9	4.0	6.5	65.0
1978-79	100.0	15.8	0.1	11.7	11.3%		61.1

Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual Pupil Ethnic Census," October 1970 to October 1978.

There were 22,000 public school students in SD25 in 1978-79, 4,300 fewer than in 1970-71. The loss was the net result of a drop of 7,500 white students and an increase of 3,200 in the enrollment of children of other ethnic groups. The greatest increases were among Asian students (whose number rose by 1,600, almost a tripling of their number in 1970-71) and Hispanic students (who

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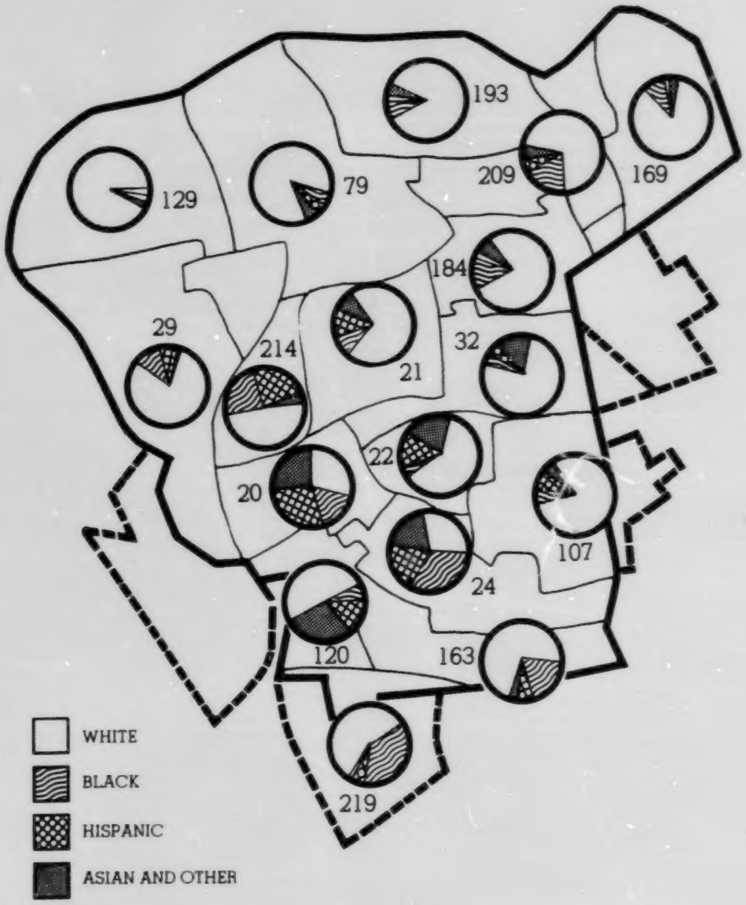
[3] In 1970 69% of all enrolled children residing in School District #25 attended public schools (CSDP).

[4] There are 32 public school districts in New York City which are responsible for elementary and junior high school education. Although school district and community district boundaries are not coterminous, in some instances the school district provides a good approximation of the community district. There were 22 elementary and seven junior high schools in SD25. Twenty schools were located physically within the boundaries of Q7; only four had attendance zones that extended slightly out of Q7. In addition, there were four schools not physically located in Q7 that did have attendance zones extending into Q7. Thus, enrollment data for SD25 overestimates the number of public school children in Q7.

Figure 3. Enrollment by ethnicity in selected public elementary schools, SD25, 1977-78


193
169
209
129
79
184
29
214
21
32
22
20
107
24
120
163
219
WHITE
BLACK
HISPANIC
ASIAN AND OTHER

School	Total enrolled	Ethnicity White	 Black	 Hispanic	 Asian and Other
20	1,072	28.2%	16.4%	29.8%	25.6%
21	1,022	70.7	11.5	8.5	9.2
22	852	62.3	3.3	14.8	19.6
24	876	28.8	32.0	16.7	22.6
29	431	79.8	10.9	8.3	0.9
32	893	76.1	5.5	5.0	13.3
79	962	85.6	6.0	3.4	5.0
107	1,008	81.4	5.9	6.9	6.0
120	859	50.4	6.4	13.5	29.7
129	678	91.3	2.4	2.8	3.5
163	444	68.9	19.6	6.3	5.2
169	820	86.3	8.4	1.9	3.4
184	491	78.0	13.4	2.0	6.5
193	646	85.4	7.4	2.5	4.6
209	701	71.6	17.5	5.6	5.3
214	633	48.8	23.9	21.9	5.4
219	638	55.5	37.1	6.2	1.1

Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual School Census-October 1977: Pupil Ethnic Composition Report."

increased by 1,000, or 75%). Black students, who make up a greater share of the total student population than the other two aforementioned groups, also increased but at a much slower rate. The number of black students rose by 500, or 17%. As a result of these changes, white children—while still the majority group—made up a diminishing percentage of the total student population in SD23. As of 1978-79, 61.1% of the students were white, 15.8% were black, 11.7% were Asian, and 11.3% were Hispanic.

There was considerable variation among schools in the ethnic mix of students. Eight of the 17 public elementary schools with attendance zones in Q7 were predominantly white (i.e., white children made up more than 75% of the enrollment) (see Figure 3). However, the percentage of white students varied from 91.3% in P.S.129 to 28.2% in P.S.20. While in no cases exceeding approximately one-third of a school's enrollment, variation was also shown by other ethnic groups. Blacks ranged from 2.4% to 37.1% of enrollment, Hispanics from 1.9% to 29.8%, and Asians and others from 0.9% to 29.7%.

Although changes in the ethnic distribution of nonpublic school students have been in the same direction, they have been relatively smaller. While still the great majority, the proportion of white students dropped from 90.8% to 82.8% between 1972-73 and 1978-79 (ICE). Hispanic students rose from 4.9% to 8.5% and black students from 3.1% to 5.0%. The representation of Asian students also grew (from 1.0% to 3.6%) but was still substantially lower than in the public schools.

As described earlier, the total population of Q7 increased by an estimated 2.8% between 1970 and 1977, while the public and nonpublic school enrollment of SD25 declined. These data suggest that the population growth in the district has been limited to adults, and that, like the trend citywide, children now represent a smaller proportion of the total population in this area. The major factor contributing to the drop in enrollment in SD25 is a decline in birth rate, which is discussed later in this chapter. Only a slightly greater number of students have moved out of the district than have moved in.

Mobility of school-age children

Intra-city transfers — Student transfers between the public schools of SD25 and nonpublic schools within the city have accounted for only a small net loss of students. In 1973-74 the public schools of SD25 experienced a net loss of 150 students to private and parochial schools in New York City.[5] During the same school year, however, SD25 continued to attract more public school students from other parts of the city than it lost. It had a net gain of 409 students from the other public school districts (Table 3). Transfer data for 1977-78 indicate that the net gain of students due to public school transfers has continued. Between 1973-74 and 1977-78 the total mobility rate[6] in SD25 increased from 11.4 to

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[5] 604 students entered the public schools, but 754 left for nonpublic schools in the city. N.Y.C. Dept. of City Planning.

[6] Mobility rate is defined as the sum of transfers in, transfers out, and intra-district transfers per 100 students.

14.3 per 100 students, due primarily to an increase in intra-district transfers (from 2.3 to 3.6 per 100). However, this total mobility rate remains among the lowest in the city.[7]

Table 3 — *Transfers between public schools, SD25, 1972-73 vs. 1977-78*

	1973-74		1977-78	
	Number	*Rate**	*Number*	*Rate**
Inter-district transfers				
Into SD25	1,356	5.3	1,389	6.0
Out of SD25	947	3.7	1,075	4.7
Total	2,303	9.1	2,464	10.7
Net	+ 409	+ 1.6	+ 314	+ 1.3
Intra-district transfers				
Total	577	2.3	835	3.6
Total transfers	2,880	11.4	3,299	14.3

*Transfers per 100 enrolled students.

Source: N.Y.C. Dept. of City Planning;
Board of Education of the City of New York, Bureau of Attendance.

In- and out-migration — While more recent data are not available, data for 1974-75 indicate that 1,045 students from places outside New York City entered the public schools of SD25 and 1,622 SD25 students left the city, for a net loss of 577 students (Table 4). The district did, however, have a small net gain of students from the West Indies (+36) and Europe (+22) as well as from other non-European foreign countries (+180), while experiencing a net loss of students to the suburbs (−503), Puerto Rico (−19), and the rest of the United States (−293). The largest volume of outgoing traffic for SD25 was with the suburbs, accounting for 43.5% of all outgoing students compared to 32.0% citywide for the same year. The greatest percentage of incoming students came from non-European foreign countries (38.1%). Students in this group made up only 16.8% of incoming students citywide.[8]

Table 4 — *Admission and discharge of public school students from/to places outside of N.Y.C., by origin and destination, SD25, 1974-75*

		Origin or Destination						
	Total	*Suburbs*	*South*	*Other U.S.*	*Puerto Rico*	*West Indies*	*Europe*	*Other foreign*
Coming to SD25 schools from:								
Number	1,045	202	124	174	15	53	79	398
Percent	100.0%	19.3%	11.9%	16.7%	1.4%	5.1%	7.6%	38.1%
Going from SD25 schools to:								
Number	1,622	705	252	339	34	17	57	218
Percent	100.0%	43.5 %	15.5%	20.9%	2.1%	1.0%	3.5%	13.4%
Net change	− 577	− 503	− 128	− 165	− 19	+ 36	+ 22	+ 180

Source: N.Y.C. Dept. of City Planning, *Pupil Mobility 1974-75: A Demographic Analysis*, December 1977.

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[7] See Appendix Table 67.

[8] N.Y.C. Dept. of City Planning, *Pupil Mobility 1974-75: A Demographic Analysis*, December 1977.

Patterns of childbearing

Many fewer babies born — The total number of births in the eight health areas approximating Q7 dropped by 39.4% between 1965-67 and 1975-77, from 10,858 to 6,576 births (Table 5). The rate of decline exceeded that citywide, which was −28% over the same ten-year period. Declines were evident for each of the eight health areas, but the magnitude of decline varied considerably. Among the relatively smallest rates of decline was that experienced in h.a. #12.00 (−32.7%). This health area accounted for the largest share of births in the district.

The birth rate in the district has been lower than the rate for residents citywide and has been declining at a faster pace. Since 1971 the birth rate in HA/Q7 dropped from an estimated 13.0 per 1,000 total population[9] to 9.8 per 1,000 in 1977.

Table 5 – *Births in selected health areas, Q7, 1965-67 vs. 1975-77*

Health area	*Births*		
	1965-67	*1975-77*	*Percent change*
2.10	794	395	−50.3%
2.21	574	290	−49.5
2.22*	1,511	975	−35.5
12.00	3,280	2,209	−32.7
13.10*	2,271	1,351	−40.5
13.20	1,295	700	−45.9
20.12*	1,065	604	−43.3
39.00**	68	52	−23.5
Total	10,858	6,576	−39.4%
N.Y.C.	457,952	329,899	−28.0%

Note: To increase validity, data are pooled over three years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.
**Fort Totten.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Vital Statistics by Health Areas and Health Center Districts,* 1965 to 1967 and 1975 to 1977.

Abortions — During the four-year period 1974 to 1977, 5,911 women residing in HA/Q7 had abortions (Table 6). The ratio of abortions to the number of births during that same period was 67:100, or two abortions for every three births. This ratio is lower than that citywide (81:100). The ratio of abortions to births varied somewhat across the eight health areas and was highest in h.a. #12.00 (73:100). This health area, which had the largest percentage of district births in the four-year period (32.9%), had an even greater percentage of the district abortions (36.2%).

Births out of wedlock — The out-of-wedlock birth ratio for HA/Q7 is considerably lower than that citywide (Table 7). In 1975-77 the percentage of HA/Q7 out-of-wedlock births was 6.5% in comparison with 30.6% citywide. Yet,

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[9] Population estimates used in calculating birth rates are for 1970 and 1977 as shown in Table 1.

Table 6 – *Resident abortions and births in selected health areas, Q7, 1974-77*

Health area	*1974-77* *Abortions*	*Births*	*Ratio of abortions:births*
2.10	380	571	66.5:100
2.21	265	388	68.3:100
2.22*	841	1,325	63.5:100
12.00	2,138	2,917	73.3:100
13.10*	1,254	1,846	67.9:100
13.20	597	949	62.9:100
20.12*	430	807	53.3:100
39.00**	6	67	9.0:100
Total	5,911	8,870	66.6:100
N.Y.C.	412,161	335,221	81.3:100

Note: To increase validity, data are pooled over four years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.
**Fort Totten.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Vital Statistics by Health Areas and Health Center Districts,* 1974 to 1977.

like the ratio for the city as a whole, the HA/Q7 ratio had increased—from 2.1% in 1965-67. The absolute number of births to single women increased from 230 in 1965-67 to 426 in 1975-77, while, as mentioned above, the total number of births declined in the district.

Table 7 – *Out-of-wedlock births in selected health areas, Q7, 1965-67 vs. 1975-77*

Health area	*Out-of-wedlock births* *1965-67* *Number*	*As % of total births*	*1975-77* *Number*	*As % of total births*
2.10	14	1.8%	22	5.6%
2.21	8	1.4	6	2.1
2.22*	12	0.8	15	1.5
12.00	116	3.5	229	10.4
13.10*	39	1.7	94	7.0
13.20	27	2.1	51	7.3
20.12*	12	1.1	9	1.5
39.00**	2	2.9	0	–
Total	230	2.1%	426	6.5%
N.Y.C.	68,030	14.9%	101,049	30.6%

Note: To increase validity, data are pooled over three years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.
**Fort Totten.

Source: Frieda Nelson and Jean Pakter, N.Y.C. Dept. of Health: personal communication; N.Y.C. Youth Board, "Out-of-Wedlock Births by Community Districts," 1975 and 1977.

Out-of-wedlock percentages varied across health areas. The highest percentage in 1975-77 was in h.a. #12.00, where one out of ten births was out of wedlock. As we have seen, this health area had the largest number of births in the district. More than half of all out-of-wedlock births in the district occurred in h.a. #12.00.

FAMILY STRUCTURE AND INCOME

Family type

According to the latest data available (1970 census), the great majority of children in the district were living with two parents. Only 8.2% of the families with children in HA/Q7 were headed by a mother only, less than half the city-wide percentage of 20.3% (Table 8). There was variability across health areas, with the highest percentage of female-headed families reaching 11.5% in h.a. #12.00, still considerably lower than the average citywide. Like the pattern city-wide, differences across racial groups existed. 33.1% of the black children in SD25 were living in female-headed families in comparison with 6.6% of the white children (CSDP).

Table 8 – *Female-headed families with children under 18 in selected health areas, Q7, 1970*

Health area	*Families with children under 18*		
		Female-headed	
	Total	#	%
2.10	2,451	171	7.0%
2.21	2,268	177	7.8
2.22*	7,108	345	4.9
12.00	6,869	791	11.5
13.10*	4,870	484	9.9
13.20	3,330	282	8.5
20.12*	2,917	195	6.7
39.00**	142	1	0.7
Total	29,955	2,446	8.2%
N.Y.C.	1,028,824	209,105	20.3%

*Health area is split between community districts. Data are for entire health area.
**Fort Totten.

Source: Community Council of Greater New York, *Characteristics of the Population in New York City by Health Areas 1970: Family Composition,* October 1973, Appendix B.

Between 1970 and 1976, the percentage of N.Y.C. children living in female-headed families rose from 20.8% to 30.5%.[10] While these more recent estimates are not available for the district, it is likely that some increase in the proportion of children living in female-headed families has occurred. While still quite small, the percentage of district births to single women has been increasing. In addition, the racial and ethnic mix of the population has changed. It now includes a greater representation of blacks and Hispanics, who are associated with higher rates of female-headed families. Finally, it is unlikely that Q7 has not been touched by the pervasive national trend toward greater marital disruption among all groups.

Income and poverty

Compared with many other areas of the city, the economic situation of the district is good. At the time of the 1970 census, the median income in SD25 was $12,927, in comparison with $9,682 citywide (CSDP). Only one out of every 20 children under 18 was poor in comparison with one out of five children citywide. Like the pattern citywide, children living with their mother only were more likely to be poor than those living with two parents. It is important to note, however, that regardless of family type the child poverty rate in the district was significantly lower than that citywide: 3.6% vs. 11.1% for the majority of children living with two parents and 25.6% vs. 56.2% for children living with mother only.

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[10] Trude W. Lash, Heidi Sigal, and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education*, New York, Foundation for Child Development, 1979.

Since 1970 data on the number of Q7 children living in families with incomes below the poverty level have not been available. An analysis of public assistance cases by health area, however, indicates that their number has been increasing.

Public assistance cases — In HA/Q7 the number of children under 18 in families receiving public assistance increased from 2,222 in 1973 to 2,766 in 1978, an increase of 24.5% (Table 9). While the number of children on public assistance increased in the majority of health areas, the magnitude of the increases ranged from +3.4% in h.a. #2.22 to +48.1% in h.a. #13.10. One health area (#13.20) experienced a decline in number of −14.1%. Health area #12.00 accounted for approximately half of all the children on public assistance in HA/Q7.

Table 9 – Children receiving public assistance in selected health areas, Q7, 1973 vs. 1978

Health area	*1973* #	*1973* % under 5	*1978* #	*1978* % under 5	*Percent change in number*
2.10	189	27.5%	232	19.8%	+22.8%
2.21	72	23.6	92	20.7	+27.8
2.22*	119	34.5	123	16.3	+ 3.4
12.00	1,058	28.7	1,379	23.4	+30.3
13.10*	387	30.0	573	23.2	+48.1
13.20	256	28.9	220	23.6	−14.1
20.12*	136	26.5	147	18.4	+ 8.1
39.00**	5	40.0	—	—	—
Total	2,222	28.9%	2,766	22.4%	+24.5%

*Health area is split between community districts. Data are for entire health area.

**Fort Totten.

Source: City of New York, Human Resources Administration, Office of Budget and Fiscal Affairs, "Distribution of Cases and Persons Receiving Public Assistance by Program and Health Areas in New York City," July 1973 and April 1978.

Since estimates of the *total* child population in the district are not available for 1973 or 1978, calculation of changes in *rates* on public assistance is not possible. It does, however, appear that a rate increase has occurred. As noted earlier, while the total population increased between 1970 and 1977, the number of public and nonpublic school children in the district had been declining. In addition, the number of births has decreased.

Data from the Board of Education, however, put the recent public assistance caseload into perspective. The Board estimated that in 1976-77 there were 1,840 elementary and junior high school-age children on AFDC in SD25.[11] This number represented approximately 8% of all the children of that age group enrolled in public schools in the district, the second lowest rate across all 32 school districts in the city.

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[11] Board of Education of the City of New York, *School Profiles 1976-77.*

Child care

While no data are available on the number of working mothers in Q7, as stated in the main body of this report, the number of working mothers citywide has been increasing. Little is known about the child-care arrangements made by working mothers or by nonworking mothers who wish to put their children in full-day or part-day alternate care arrangements.

In 1978-79 1,699 children were enrolled in kindergarten programs in the public schools of SD25. An additional 826 children attended preprimary programs in nonpublic schools in the district (ICE). As of July 1979, there were only three group day-care centers in Q7 operated by the Agency for Child Development. The programs had a capacity for 125 preschool children.[12] Of the 139 preschoolers enrolled[13] in these programs in May 1979, 50 were fee-paying; 33 were on public assistance, and 56 were other non-fee-paying children. There were no publicly funded family day-care or Headstart programs or publicly funded programs serving school-age children.

HOUSING

There has been an increase in the number of "occupiable"[14] housing units in Q7. Between 1970 and 1977, their number increased by 3,806 to 76,257 (P). This represents an increase of 5.3%, while citywide the number of occupiable housing units had declined slightly (−0.7%). A large share of the increase was accounted for by a rise of 3,149 to 39,512 in units in multiple-family (3+) dwellings.

Public and publicly aided housing accounted for a very small proportion of housing in Q7. Approximately 1,150 units were located in six federal, state, and city housing projects for low-income residents (P). These projects were concentrated in h.a. #12.00. An additional 425 units were designated middle income.

Only 61 residential buildings in Q7 were vacant at some time during the period 1969 through 1977 (P). As of 1977 20 had been reoccupied, 25 were still vacant, and 16 had been demolished.

Over the period January 1970 through March 1977, only 26 cases of lead poisoning were identified in the district, 0.3% of the number of cases citywide during that period.[15] One health area (#12.00) accounted for 21 of the total of 26 cases reported across all eight health areas.

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[12] City of New York, Human Resources Administration, Agency for Child Development.

[13] Due to child absences, it is ACD policy for enrollment to exceed capacity.

[14] The term "occupiable" encompasses all units in structures where at least one unit was occupied. No judgment, however, is made as to the habitability of the remaining units. Thus the number of occupiable units may overestimate the availability of habitable housing in deteriorated areas and underestimate the number in areas that contain sound one- and two-family homes that may be vacant but not abandoned (P).

[15] Tom Kaiser, N.Y.C. Dept. of Health, Bureau of Lead Poisoning Control: personal communication.

HEALTH

At the community district level, data on the health status of children are limited in scope. While the incidence of reportable diseases (including the communicable diseases of childhood) is available, the annual number of cases is relatively low, and fluctuations over time and across districts are hard to interpret due to the lack of child population bases with which to calculate rates. In addition, due to the small size of the N.Y.C. sample in the Health Interview Survey, it was impossible to analyze data on child disability and use of health services at a sub-city level.

Nevertheless, the following material, which focuses primarily on the life chances of newborns, provides some indication of improvement in Q7. The rate of infant death, in particular, has traditionally been used as a surrogate measure of general health status in a community.

Infant mortality

The infant mortality rate in HA/Q7 is lower than for the city as a whole. In 1975-77 the rate for the district was 13.1 per 1,000 live births in contrast to the citywide rate of 18.7 per 1,000 live births (Table 10). The infant mortality rate in the district has improved since 1965-67, when it was 14.5 per 1,000 live births. This improvement has not, however, been so great as that for the city as a whole, perhaps reflecting the fact that the district rate was already relatively low in the 1960s.

Table 10 – Infant mortality in selected health areas, Q7, 1965-67 vs. 1975-77

Health area	Infant deaths			
	1965-67		*1975-77*	
	Number	*Rate****	*Number*	*Rate****
2.10	11	13.9	6	15.2
2.21	12	20.9	2	6.9
2.22*	28	18.5	7	7.2
12.00	31	9.5	39	17.7
13.10*	29	12.8	14	10.4
13.20	19	14.7	8	11.4
20.12*	25	23.5	9	14.9
39.00**	2	29.4	1	19.2
Total	157	14.5	86	13.1
N.Y.C.	11,384	24.9	6,173	18.7

Note: To increase validity, data are pooled over three years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.
**Fort Totten.
***Rate per 1,000 live births.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Vital Statistics by Health Areas and Health Center Districts,* 1965 to 1967 and 1975 to 1977.

The decline in the infant mortality rate combined with a drop in the number of births resulted in a decline in the number of infants who died in HA/Q7 from 157 in 1965-67 to 86 in 1975-77. Although improvement was evident for the majority of health areas, the infant mortality rate increased in two health areas—health areas that had among the lowest rates in 1965-67. The largest increase, almost a doubling of rate, was found in h.a. #12.00.

Low birth weight

Babies born weighing less than five-and-a-half pounds are significantly more likely to die during infancy. Those who survive, especially those born at the lowest weights, are more likely to show retarded physical and mental development and to experience a variety of disabilities.

The percentage of babies born at low weight was lower in HA/Q7 than the percentage citywide in 1965-67 and has shown greater improvement since that time. Between 1965-67 and 1975-77, the low birth weight percentage for HA/Q7 dropped from 7.3% to 5.9%, in comparison with the citywide trend of 10.2% to 9.2% (Table 11). Five of the eight health areas accounted for the overall improvement in the district. The number of babies born at low birth weight dropped by more than half over the decade, from 797 to 389.

Table 11 – *Low-weight births in selected health areas, Q7, 1965-67 vs. 1975-77*

	*Low-weight births****			
	1965-67		*1975-77*	
Health area	*Number*	*As % of total*	*Number*	*As % of total*
2.10	42	5.3%	24	6.1%
2.21	34	5.9	18	6.2
2.22*	107	7.1	37	3.8
12.00	248	7.6	152	6.9
13.10*	170	7.5	81	6.0
13.20	104	8.0	35	5.0
20.12*	88	8.3	36	6.0
39.00**	4	5.9	6	11.5
Total	797	7.3%	389	5.9%
N.Y.C.	46,866	10.2%	30,353	9.2%

Note: To increase validity, data are pooled over three years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.
**Fort Totten.
***Births under 2501 grams.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Vi[illegible]tistics by Health Areas and Health Center Districts,* 1965 to 1967 and 1975 to 1977.

Prenatal care

Often, pregnancy risks can be identified early and preventive or ameliorative action can be undertaken. This is only possible if the mother obtains adequate prenatal care. Whether the woman had received prenatal care and when in the pregnancy that care began was indicated on more than 95% of the birth certificates for the district in 1975-77. Based on these data, the percentage of women in HA/Q7 who obtained no prenatal care or had begun to receive care in the third trimester (seventh to ninth month, considered "late") increased slightly over the period 1965-67 to 1975-77 (Table 12). The increase, which was from 7.9% to 9.2%, was brought about by an increase from 1.2% to 2.6% in the percentage of women receiving *no* prenatal care.

Table 12 – *Late or no prenatal care in selected health areas, Q7, 1965-67 vs. 1975-77*

Health area	*1965-67* *Total births****	*Late or no care* *#*	*%*	*1975-77* *Total births****	*Late or no care* *#*	*%*
2.10	776	62	8.0%	382	24	6.3%
2.21	566	41	7.2	283	14	4.9
2.22*	1,493	83	5.6	924	54	5.8
12.00	3,203	290	9.1	2,085	254	12.2
13.10*	2,236	165	7.4	1,296	130	10.0
13.20	1,278	119	9.3	665	56	8.4
20.12*	1,049	71	6.8	579	39	6.7
39.00**	68	13	19.1	47	5	10.6
Total	10,669	844	7.9%	6,261	576	9.2%
Late care		714	6.7%		412	6.6%
No care		130	1.2		164	2.6

Note: To increase validity, data are pooled over three years because of relatively small numbers annually.

*Health area is split between community districts. Data are for entire health area.
**Fort Totten.
***Total births for which care was indicated. During 1965-67 there were 189 (1.7%) births for which month of first visit for prenatal care was not indicated on birth certificates; during 1975-77 the number not indicated was 315 (4.8%).

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Vital Statistics by Health Areas and Health Center Districts,* 1965 to 1967 and 1975 to 1977; and Frieda Nelson and Jean Pakter: personal communication.

The decline in the adequacy of prenatal care, however, was found for only three out of the eight health areas, including the two health areas with the largest number of births in the district (#12.00 and #13.10). And, in spite of the overall increase in the percent of births for which inadequate prenatal care was obtained, the larger percentage drop in the total number of births in the district resulted in a decline from 844 to 576 in the number of babies born without adequate prenatal care. Furthermore, the proportion of women in the district receiving inadequate care remained significantly lower than the average citywide (19.8%).

Physicians in practice

A study by the N.Y.C. Department of Health reported the number of physicians in practice as of July 1975 in the health areas of the city.[16] An examination of these findings reveals that 494 physicians were in practice in the seven health areas approximating Q7.[17] The average ratio of physicians per 1,000 estimated population was 2.2, in comparison with 1.6 for the borough of Queens. Four hospitals[18] and one shared health facility were situated in HA/Q7 as of July 1975.

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[16] Morton Israel and Leah-Ellen Calamucci, *The Distribution of Physicians by Small Areas of New York City: July 1975,* N.Y.C. Dept. of Health, Office of Biostatistics, December 1977.

[17] Data for h.a. #39.00 (Fort Totten) were not available.

[18] Flushing, Parson's, Booth Memorial, and Whitestone hospitals. (*Ibid.*) Subsequent to the study Whitestone Hospital was closed.

CHILDREN AND THE SCHOOLS

The most detailed and up-to-date information on children living in Q7 comes from school-based records.

Achievement

Over two-thirds (67.6%) of the second- to ninth-graders in SD25 were reading at or above grade level on the March 1978 N.Y.C. standardized reading achievement tests (Table 13). This percentage was far above the citywide figure of 43.0%. Only 13% of the SD25 students were reading more than a year below grade level. As was the case citywide, the percentage of students reading two or more years below grade level increased with grade, reaching 8.1% in ninth grade.

Table 13 – *Reading achievement levels in public schools, by grade, SD25, March 1978*

		At or above grade	*Below grade*			
Grade	*Total**		*0-1 yr.*	*1-2 yrs.*	*2+ yrs.*	*N.E.**
2	2,092	63.2%	24.3%	7.8%	0.8%	3.9%
3	1,962	64.7	20.2	11.6	1.1	2.4
4	1,971	70.5	18.2	6.8	1.3	3.2
5	2,040	70.3	15.9	9.0	1.9	2.9
6	2,084	68.3	14.3	8.8	4.6	4.0
7	2,163	64.2	12.1	11.5	7.9	4.3
8	2,440	71.8	13.6	5.3	6.0	3.3
9	2,084	66.8	10.2	11.6	8.1	3.3
Total	16,836	67.6%	16.0%	9.0%	4.0%	3.4%
N.Y.C.	507,860	43.0%	20.1%	17.9%	13.5%	5.5%

*Non-English-speaking students (N.E.) are not tested but are included in the total.

Source: Board of Education of the City of New York, Office of Educational Evaluation, "Pupil Reading Achievement in New York City," December 1978.

In line with other districts, there was great variation among the schools of SD25. Two schools (P.S.169 and P.S.193) had more than 80% of their students reading at or above grade level,[19] and eight more had between 70% and 80% at or above grade level (Table 14). Only one school (P.S.20) had fewer than half of its students reading at or above grade level; however, it should also be noted that this school had the largest percentage of students *not* tested due to inadequate skills in English.

No school in the district was eligible to use special teacher-hiring procedures because of low reading scores in 1978.[20] However, the district has lost some ground relative to other school districts on reading achievement levels. In 1978

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[19] P.S.200 also had greater than 80% reading at or above grade level. However, while it is in SD25, it is not located in Q7, nor does any of its attendance zone overlap with Q7.

[20] Each year schools are ranked on the percentage of their students who are reading at or above grade level. Those schools falling in the lowest 45% of schools (359 schools in 1978) are eligible to bypass regular teacher hiring procedures. Board of Education of the City of New York, Office of Educational Evaluation, "Ranking of Schools on Reading Achievement," September 1973 and December 1978.

Table 14 – Enrollment, reading achievement, and attendance, by public school, SD25

	Enrollment		Reading achievement-1978			
School	1977-78	% change 1973-74 to 1977-78	At or above grade	2+ yrs. below grade	N.E.*	Attendance 1978-79
Elementary						
20	1,072	– 0.7%	47.5%	3.5%	15.4%	91.6%
21	1,022	–10.4	67.2	2.4	1.8	92.1
22	852	–11.4	67.2	1.7	6.7	93.3
24	876	+ 1.4	55.8	4.1	4.3	92.3
29	431	–25.8	59.9	2.9	0.7	91.9
32	893	+ 5.9	79.2	0.0	4.4	91.2
79	962	+ 3.0	73.9	0.7	0.7	90.9
107	1,008	–20.1	72.9	1.6	0.3	92.7
120	859	+ 5.5	56.9	2.0	6.1	91.5
129	678	+10.6	69.8	1.1	1.1	91.7
154	477	+41.0	58.4	4.3	2.1	92.9
163	444	–16.5	69.3	1.7	0.0	90.8
164	452	–36.2	62.6	2.7	2.0	93.4
165	594	–34.4	63.3	1.8	2.9	90.1
169	820	–16.8	82.3	0.8	1.4	92.2
184	491	–16.6	79.4	0.6	0.6	91.5
193	646	–23.6	81.4	1.1	1.1	90.9
200	427	– 2.3	83.0	0.4	0.0	89.9
201	488	–14.8	63.2	1.3	2.6	89.7
209	701	–12.2	78.2	0.9	0.7	91.8
214	633	– 5.0	59.7	2.8	1.5	90.3
219	638	– 7.3	61.9	4.0	0.0	91.6
Junior High/ Intermediate						
25	1,809	+ 1.5%	74.5%	5.8%	1.1%	90.0%
168	545	–22.1	64.6	7.4	2.8	89.5
185	972	+ 1.0	75.7	6.1	0.6	88.9
189	1,234	+14.6	52.1	9.7	14.4	89.0
194	1,177	– 9.3	74.3	5.6	0.2	87.1
218	680	–12.1	63.5	9.5	0.5	83.8
237	1,216	+ 9.8	65.8	8.2	3.2	89.2
Total	23,097	– 8.9%	67.6%	4.0%	3.4%	90.6%

*Non-English-speaking pupils; not tested.

Source: Board of Education of the City of New York: Office of Educational Statistics, "Pupil Ethnic Composition Report," October 1977, and *Community School Profiles,* 1973-74; Bureau of Attendance, "Report on Pupil Attendance," 1978-79; Office of Educational Evaluation, "Pupil Reading Achievement in New York City," December 1978.

seven of SD25's 22 elementary schools and three of its four junior high schools were ranked in the top 10% of all schools in reading achievement, three fewer than in 1973.

While results of the N.Y. State Pupil Evaluation Program tests for SD25 show some deterioration in scores with increasing grade, the decline was much less than citywide. In third grade, the percentage of SD25 students scoring high on the reading and mathematics tests (above level six) was twice as great as citywide and the percentage scoring below "minimum competence" (level four) was less than half as great (Table 15). In sixth grade, the percent scoring high, however, dropped, and the percent scoring below minimum competence increased for both skill areas. Seventeen percent of the SD25 sixth grade students scored below minimum competence in reading and 21% in mathematics. However, these percentages were still less than half those for New York City as a whole.

Table 15 – *Reading and mathematics competency levels in public schools, grades 3 and 6, SD25, fall 1978*

	Grade 3		Grade 6	
	#	%	#	%
Reading				
Number tested	1,988	100.0%	1,937	100.0%
Scoring:				
Above level 6	567	28.5%	407	21.0%
Levels 4-6	1,206	60.7	1,195	61.7
Below level 4	215	10.8	335	17.3
Mathematics				
Number tested	1,944	100.0%	1,935	100.0%
Scoring:				
Above level 6	564	29.0%	470	24.3%
Levels 4-6	1,219	62.7	1,060	54.8
Below level 4	161	8.3	405	20.9

Note: Level 4 is considered an indication of minimum competence.

Source: N.Y. State Education Dept., Information Center on Education, "New York State Pupil Evaluation Program, Public School System Population Control Report," fall 1978.

English-language difficulty

According to the results of the 1978-79 Language Assessment Battery, 1,309 or 5.9% of the students in SD25 had English-language difficulty: 4.6% had severe difficulty and 1.4% moderate difficulty.[21] These percentages were slightly lower than those for elementary and junior high schools citywide, where 6.5% had severe and 1.9% had moderate difficulty with English. More than one-third (37.1%) of the SD25 students with English difficulties spoke Spanish, and 11.8% spoke Chinese. In contrast, 80.5% of those with English-language difficulty citywide spoke Spanish and 4.0% spoke Chinese.

While 5.9% of the children enrolled in SD25 had severe or moderate English-language difficulty according to the LAB tests, only 3.4% of the second- to ninth-graders were not tested in reading due to a lack of English-language skills (N.E.) (Table 14). In the majority of schools fewer than 3% of the students were not tested due to language problems. Two schools, however, stood out as exceptions—P.S.20 with 15.4% and P.S.189 with 14.4%. Both schools had a large enrollment of Hispanic and Asian students. Official records indicate that as of May 1979, these two schools were the only ones in SD25 to have bilingual programs, and these were all in Spanish.[22]

Attendance

Attendance during the 1970s has been consistently better in SD25 than the city average for elementary and junior high schools. However, while the citywide trend has been one of improvement in reported attendance, in SD25 the reported attendance rate went from 91.3 in 1972-73 to 90.6 in 1978-79.[23] On a typical day in that year, approximately 2,100 students were absent. The average number of days of absence per child in SD25 was 15 at the elementary level (compared to 21 citywide) and 20 at the junior high school level (compared to 27 citywide). Across the schools within Q7, there was only slight variation in attendance rates (Table 14).

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[21] Board of Education of the City of New York, Office of Educational Statistics, LAB Unit.

[22] Board of Education of the City of New York, "Survey of Day Schools with Bilingual Programs—All Sources of Funding," May 16, 1979.

Suspensions

The number of pupil suspensions in SD25 reached a high of 365 in 1976-77 (Table 16). During that year 15.2 students were suspended for every 1,000 enrolled. Although both the number and the rate of pupil suspensions dropped in the subsequent year, preliminary data for 1978-79 project that both the number of suspensions and the suspension rate will increase. This is contrary to the citywide suspension trend for elementary and junior high schools which, after increasing steadily throughout the 1970s, are projected to decline in 1978-79. The projected annual suspension rate in SD25, however, is still only half the citywide rate (14.9 vs. 29.5).

Table 16 – *Suspensions of public school students, SD25, 1974-75 to 1978-79*

		*Suspensions**	
	Enrollment	*#*	*Rate***
1974-75	25,167	302	12.0
1975-76	24,572	344	14.0
1976-77	24,024	365	15.2
1977-78	23,097	317	13.7
1978-79***	22,071	328	14.9

*Principals' suspensions only. Data for 1975-76 are based on incomplete reports.
**Suspensions per 1,000 enrolled students.
***Annual projection based on data for September 1978 through January 1979.

Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual Pupil Ethnic Census;"
Advocates for Children of New York, unpublished data from the Board of Education.

The suspension rate for whites in SD25 is lower than the citywide rate (4.0 vs. 7.1 per 1,000) (Table 17). This fact, coupled with the relatively large proportion of SD25's enrollment that is white, helps to explain why the suspension rate for this district is lower than the citywide average. As is the case citywide, blacks are most likely to be suspended (22.1 per 1,000), followed by Hispanics (13.2 per 1,000) and whites (4.0 per 1,000). No Asian students were suspended in the first five months of 1978-79, although they made up 11.7% of the district's enrollment.

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[23] Board of Education of the City of New York, Bureau of Attendance, "Report on Pupil Attendance," 1978-79.

Table 17 – *Suspensions of public school students, by ethnicity, SD25, September 1978-January 1979*

	Enrollment		Total suspensions			N.Y.C.
	#	%	#	%	Rate*	rate*
Total	22,071	100.0%	167	100.0%	7.6	14.8
Ethnicity						
American Indian	16	0.1%	0	0.0%	–	3.2
Asian	2,585	11.7	0	0.0	–	1.4
Hispanic	2,493	11.3	33	19.8	13.2	12.0
Black	3,492	15.8	77	46.1	22.1	23.1
White	13,485	61.1	54	32.3	4.0	7.1
Not reported	–	–	3	1.8	–	–

*Suspensions per 1,000 enrolled students.

Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual Pupil Ethnic Census," October 1978;
Advocates for Children of New York, unpublished data from the Board of Education.

School crime

Although reported school crime incidents[24] in SD25 account for only a small percentage (less than 2%) of all reported incidents at elementary and junior high school levels citywide, the district's problem with school crime is worsening. Between 1976-77 and 1978-79, the number of reported incidents went from 44 to 60, an increase of 36.4% (Table 18) compared to an increase of only 15.7% citywide. During the same period, enrollment in SD25 decreased by 8.1%, dropping from 24,024 to 22,071 (Table 2). As a result, the rate of reported school crime per 1,000 enrolled students increased from 1.8 to 2.7, still less than half the citywide rate of 6.2 per 1,000. The increase in reported school crime in SD25 was accounted for primarily by increases in robbery, harassment, and weapon possession. In 1978-79 robbery accounted for 20% of reported school crimes in SD25 compared to 7% of all crimes at the elementary and junior high school levels citywide.

Victims — In contrast to the citywide distribution, in SD25 the majority of victims in 1978-79 (51.4%) were students; teachers accounted for 43.2% of victims. Citywide at the elementary and junior high school levels, students made up just over one out of four victims (27.7%) and teachers 61.7%.

The rate of student victimization in 1978-79 was 0.9 per 1,000 enrolled students, slightly lower than the citywide rate of 1.2 per 1,000. This represented a small decrease from the prior year, when the rate was 1.1 per 1,000 in SD25. Two-thirds of the student victims in 1978-79 were victims of robbery and one-third of harassment.

Teachers in SD25 were much "safer" on average than those citywide. In 1977-78 there were 11 teacher victims out of a staff of 980 (ICE), a teacher victimization rate of 11.2 per 1,000 in SD25 compared to 55.4 citywide. In 1978-79 the number of teacher victims in SD25 increased to 16. During 1978-79 almost

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[24] Board of Education of the City of New York, Office of School Safety.

Table 18 – Reported public school crimes, by type, SD25, 1976-77 vs. 1978-79

	Number		Percent	
	1976-77	1978-79	1976-77	1978-79
Total	44	60	100.0%	100.0%
Assault	13	12	29.5%	20.0%
Harassment	5	10	11.4	16.7
Robbery	4	12	9.1	20.0
Larceny	4	3	9.1	5.0
Sex offenses	0	0	—	—
Trespassing	4	4	9.1	6.7
Narcotics	3	3	6.8	5.0
Weapons	0	5	—	8.3
Disorderly conduct	2	5	4.5	8.3
Reckless endangerment	2	1	4.5	1.7
Criminal mischief	1	1	2.3	1.7
Fire	0	2	—	3.3
Bomb threat	5	2	11.4	3.3
Other	1	0	2.3	—

Source: Board of Education of the City of New York, Office of School Safety.

two-thirds of the teacher victims in SD25 were assaulted, compared to 39.0% who were victims of assault citywide; 12.6% were victims of robbery or larceny compared to 17.7% citywide.

Perpetrators — During 1978-79 77 "perpetrators" were responsible for the 60 reported school crime incidents in SD25. Fifty were students who committed crimes in their own schools, and 15 were students from other schools; one was a non-student intruder; one was a non-student who had some legitimate reason for being in the school; and the identities of ten were unknown. Students in SD25 were less likely than students citywide to commit crimes in their own schools (2.3 vs. 4.0 per 1,000 enrolled).

Seventeen (34.0%) of the 50 known student perpetrators in SD25 were suspended for their actions compared to 41.3% citywide; one was transferred to another school.

CRIME IN THE COMMUNITY

In 1977 Precinct #109 (PCT109)[25] was ranked 67th among all 73 N.Y.C. police precincts in the rate of reported crimes against persons and 44th in the rate of reported crimes against property (P). In 1979 a total of 10,653 felonies were reported in PCT109.[26] Whereas crimes against persons accounted for approximately one out of five (21.4%) of the 539,102 felonies reported citywide in that year, crimes against persons accounted for only 12.0% of reported felonies in PCT109. There were 994 reported robberies, 242 felonious assaults, 26 forcible rapes, and 18 murders.

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[25] There are 73 police precincts in New York City. Until 1979 PCT109 covered the great majority of Q7; small portions were also covered by Precincts #107, #110, and #111. In 1979 Queens police precincts were made coterminous with community district boundaries, and PCT109 and Q7 now have the same boundaries. Therefore, data for PCT109 in 1979 are not comparable to those for prior years.

[26] N.Y.C. Police Dept., Crime Analysis Unit, "Crime Comparison Reports," December 1979.

There were 8,894 property crimes, accounting for more than four out of every five crimes reported in PCT109 in 1979.

In 1979 juvenile arrests accounted for 14.9% of all felony arrests in PCT109 (Table 19), a slightly greater percentage than that citywide (14.0%). A total of 209 youths under the age of 16 were arrested in PCT109, 160 for felonies.

Table 19 – *Arrests of children under 16 for felonies and misdemeanors, PCT109, 1972 to 1979*

Year	*Total*	*Felony*	*Misdemeanor*
Number of juvenile arrests			
1972	166	109	57
1973	153	104	49
1974	224	135	89
1975	213	141	72
1976	235	185	50
1977	202	153	49
1978	198	159	39
1979	209	160	49
As percent of PCT109 total			
1972	12.0%	17.1%	7.7%
1973	11.5	20.8	6.4
1974	12.9	19.3	8.7
1975	11.2	19.9	6.9
1976	12.5	21.6	4.9
1977	11.6	18.5	5.4
1978	10.9	17.0	4.7
1979	10.0	14.9	5.0

Source: N.Y.C. Police Dept., Crime Analysis Unit, "Crime Comparison Reports," 1973 to 1979.

The number of juvenile felony and misdemeanor arrests peaked in 1976, when 235 youths were arrested. Since that time, the number of juvenile arrests has been declining, reaching 198 in 1978. While the number of arrests totaled 209 in 1979, comparison with prior years is not possible because the precinct boundaries had been changed and included more area in 1979.

Part 3
Appendices

TECHNICAL APPENDIX

GENERAL NOTES TO TABLES

Abbreviations used:

SE	Standard error
RSE	Relative standard error
NA	Not available

Note: Percentages may not add to 100% and details may not add to totals on some tables due to rounding.

Except for additions specific to the Foundation for Child Development's analyses, and other minor changes, information in this appendix was taken mainly from the following publications: U.S. Bureau of the Census: Current Population Reports, *Series P-60, No. 110, and* Data Access Descriptions, *No. 42; U.S. Dept. of Health, Education, and Welfare, Public Health Service,* Current Estimates from the Health Interview Survey: United States-1976, *DHEW Publication No. (PHS) 78-1547.*

I. DESCRIPTION OF SURVEY DATA

Survey of Income and Education (SIE) — The SIE was conducted between April and July 1976, by the Bureau of the Census in cooperation with the Department of Health, Education, and Welfare (HEW). It was undertaken to fulfill a legislative requirement for estimates of the number of children 5 to 17 years of age in poverty families in each state and the number of children and other persons who were in need of bilingual education, guidance, and counseling because of limited English-speaking ability.

The SIE covered the civilian noninstitutional population and members of the Armed Forces living off post, but excluded all other members of the Armed Forces. Persons living in rooming houses, communes, military installations, religious group quarters, college dorms, and other group quarters were all eligible to be sampled; crews of vessels and the institutionalized population (i.e., inmates of jails, long-term hospital patients, etc.) were not included.

The relatively large sample size of the SIE provided a unique opportunity to analyze data at a sub-state level. The SIE sample included approximately 158,500 occupied households nationwide compared to only 47,000 in the Current Population Survey (the Census Bureau's main sources of inter-censal data). The N.Y.C. sample of the SIE included 1,955 families consisting of 4,749 persons, and thus population estimates based on this source can be made with reasonable accuracy.

Health Interview Survey (HIS) — The HIS is a continuing nationwide sample survey of households conducted by the National Center for Health Statistics. The HIS obtains information on personal and demographic characteristics, illnesses, injuries, impairments, chronic conditions, and other health topics. The population covered by the sample for the HIS is the civilian, noninstitutionalized population of the United States. The sample does not include members of the Armed Forces or U.S. nationals living in foreign countries. For many types of statistics collected, the reference period covers the two weeks prior to the interview. The sampling plan of the survey is designed in such a way that weekly samples are additive over time. The usual HIS sample consists of approximately 50,000 assigned households. The 41,000 eligible occupied households yield a probability sample of about 120,000 persons.

Special tabulations of data for N.Y.C. persons under 17 years of age were prepared by the National Center for Health Statistics at the request of the Foundation for Child Development. To improve the accuracy of the estimates, sample data were pooled over two years. For a further description of the HIS see *Current Estimates from the Health Interview Survey: United States-1976.*

II. RELIABILITY OF THE ESTIMATES

Since the estimates from the SIE and HIS presented in this report are based on a sample, they may differ somewhat from the figures that would have been obtained had a complete census been taken using the same schedule, instructions, and enumerators.

The *standard error* (S.E.) is an estimate of how closely the sample value approximates the true population value. A "confidence interval" can be constructed around the sample value such that the interval will contain the true population value a specified proportion of the time. The population value will be included in approximately 68% of the intervals from one S.E. below to one S.E. above the sample value, in 85% of the intervals plus or minus 1.44 S.E.s, 90% of the intervals plus or minus 1.65 S.E.s, and 95% of the intervals plus or minus 1.96 S.E.s. In our analysis we have used the 95% level of confidence, except where indicated, for comparing estimates from the SIE and the 68% level of confidence for comparing estimates from the HIS.

The *relative standard error* (R.S.E.) is the ratio of the S.E. to the sample value. An estimate with an R.S.E. of 30% or more is considered to be unreliable, and caution should be used in comparing it to other estimates.

III. DEFINITIONS

A. Household — All persons who occupied a house, apartment, room or other group of rooms constituting a housing unit.
   1. Family — A group of two or more persons related by blood, marriage, or adoption and residing together.

a. Primary family — The head of a household and all other persons in the household related to the head by blood, marriage, or adoption.

b. Subfamily — A married couple with or without children, or one parent with one or more own never-married children under 18 years of age, living in a household and related to (but not including) the head of the household or his wife. The most common example of a subfamily is a young married couple sharing the home of the husband's or wife's parents. Members of a subfamily are also members of a primary family. The number of subfamilies, therefore, was not included in the number of families.

c. Secondary family — A family not including among its members the head of a household and relatives of the head. Members of secondary families may include persons such as guests, lodgers, or resident employees and their relatives living in a household

2. Unrelated individuals — Persons (other than inmates of institutions) not living with any relatives.

B. Children under 18 in families and subfamilies

1. Related children — All children related to the family head by blood, marriage, or adoption. A child living with one or both parents is also an "own" child.
2. Own children — Never-married sons and daughters, including stepchildren and adopted children, of the family or subfamily head. Persons under 18 who are heads or wives of heads in families or subfamilies were not included.

C. Race and ethnicity

1. Race — The population was divided into three groups on the basis of race: white, black, and other (including Chinese, Indians, Japanese, and any other race except white or black).
2. Ethnicity — Ethnicity was determined by national origin or descent, in combination with racial identification. National origin/descent refers to the national or cultural group from which the person was descended as determined by the nationality or lineage of the person's ancestors. Persons were categorized into one of five ethnic groups.

a. White — Those whose (1) race was indicated as white and (2) who indicated their national origin/descent was German, Italian, Irish, French, Polish, Russian, English, Scottish, Welsh, Portugese, Scandinavian, Arabic, Greek, "another group not listed," "don't know," or who gave no answer. Persons of mixed origin with no part being Spanish were coded "another group not listed."

b. Black — Those not classified as Asian or Hispanic (see below) who indicated their national origin/descent was black or Negro or for whom race was indicated as Negro.

c. Hispanic — Those who indicated their national origin/descent was Mexican-American, Chicano, Mexican, Mexicano, Puerto Rican, Cuban, Central or South American, or other Spanish, regardless of race. "Spanish origin" and "Hispanic" describe the same population.

"Spanish origin" is used on tables with racial breaks, and "Hispanic" is used on tables with ethnic breaks.

d. Asian — Those who indicated their national origin/descent was Filipino, Chinese, Japanese, Korean, or Vietnamese, regardless of race.
e. Other — All groups not defined above including those who indicated their national origin/descent was American Indian or Alaskan native.

Appendix Tables

Appendix Table 1 – *Total population, by borough, N.Y.C., 1950 to 1978*

	Total population *					
		Borough				
Year	*New York City*	*Bronx*	*Brooklyn*	*Manhattan*	*Queens*	*Staten Island*
1950 (Census)	7,891,957	1,451,277	2,738,175	1,960,101	1,550,849	191,555
1960 (Census)	7,781,984	1,424,815	2,627,319	1,698,281	1,809,578	221,991
1970 (Census)	7,895,563	1,471,701	2,602,012	1,539,233	1,987,174	295,443
1971 (Estimate)	7,886,500	1,478,300	2,602,400	1,505,700	1,995,600	304,600
1972 (Estimate)	7,823,800	1,477,400	2,554,100	1,484,500	1,997,900	309,900
1973 (Estimate)	7,646,800	1,424,300	2,485,500	1,456,400	1,965,900	314,700
1974 (Estimate)	7,577,600	1,390,500	2,445,400	1,451,100	1,969,900	320,700
1975 (Estimate)	7,472,500	1,359,400	2,411,000	1,412,800	1,965,100	324,300
1976 (Estimate)	7,415,600	1,329,200	2,381,600	1,407,100	1,968,900	328,800
1977 (Estimate)	7,277,500	1,280,500	2,321,000	1,382,600	1,958,300	335,000
1978 (Provisional)	7,149,300	1,235,400	2,276,400	1,357,700	1,941,600	338,200
% Change						
1950-1960	– 1.4%	– 1.8%	– 4.0%	– 13.4%	+ 16.7%	+ 15.9%
1960-1970	+ 1.5	+ 3.3	– 1.0	– 9.4	+ 9.8	+ 33.1
1970-1978	– 9.5	– 16.1	– 12.5	– 11.8	– 2.3	+ 14.5

*Includes institutionalized persons. Other tables in this report present data for the non-institutionalized civilian population from the 1976 Survey of Income and Education (7,213,000).

Source: U.S. Bureau of the Census, *Census of Population: 1960,* Volume 1, Part 34 (New York), Table 6; U.S. Bureau of the Census, *Current Population Reports,* Series P-25 and P-26.

Appendix Table 2 – *Total population, by race and Puerto Rican background, N.Y.C., 1950, 1970, 1976*

Race and Puerto Rican background	*Population*			
	1950	*1970**	*1976***	
				S.E.
Total	7,891,957	7,894,851	7,213,021	165,195
White (non-Puerto Rican)	6,889,766	5,350,260	4,550,728	145,773
Nonwhite (non-Puerto Rican)	755,885	1,732,748	1,906,640	103,529
Puerto Rican	246,306	811,843	755,653	68,172
As percent of total	100.0%	100.0%	100.0%	S.E.
White (non-Puerto Rican)	87.3	67.8	63.1	1.4
Nonwhite (non-Puerto Rican)	9.6	21.9	26.4	1.3
Puerto Rican	3.1	10.3	10.5	0.9

Note: White, nonwhite and Puerto Rican groups are mutually exclusive.

*Total for 1970 is based on a sample and differs only slightly from the 1970 total based on a full count (7,895,563).
**Non-institutionalized population.

Source: N.Y.C. Dept. of City Planning, Population Analysis Section;
Trude W. Lash, Heidi Sigal, and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education,* New York, Foundation for Child Development, 1979, Table C.

Appendix Table 3 – *Total population, by age and ethnicity, N.Y.C., 1976*

	Population					
			Age			
Ethnicity	*Total*		*Under 18*		*18 and over*	
Total	7,213,021		1,876,956		5,336,065	
As percent of total		S.E.		S.E.		S.E.
White	57.1%	1.5	41.1%	2.2	62.8%	1.3
Black	22.6	1.2	29.5	2.1	20.2	1.1
Hispanic	17.0	1.1	25.7	2.0	14.0	0.9
Asian	2.6	0.5	3.2	0.8	2.3	0.4
Other	0.7	0.2	0.5	0.3	0.7	0.2

Source: Trude W. Lash, Heidi Sigal, and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education,* New York, Foundation for Child Development, 1979, Table D.

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Appendix Table 4 – *N.Y.C. vs. other large U.S. cities on selected characteristics, 1970*

	New York City	*Chicago*	*Los Angeles*	*Philadelphia*	*Detroit*	*Houston*
Total population	7,894,862	3,366,957	2,816,061	1,948,609	1,511,482	1,232,802
Race						
White	76.6%	65.6%	77.2%	65.6%	55.5%	73.4%
Black	21.1	32.7	17.9	33.6	43.7	25.7
Other	2.3	1.7	4.9	0.8	0.8	0.9
Spanish language	16.2%	7.3%	17.1%	2.4%	1.8%	11.3%
Puerto Rican	10.3	2.3	0.4	1.4	0.1	0.1
Foreign-born	18.2%	11.1%	14.6%	6.5%	7.9%	3.0%
Age						
Under 18	28.3%	32.1%	30.2%	31.2%	32.7%	35.9%
Under 5	7.8	8.4	8.1	8.1	8.8	9.4
5-12	11.2	14.9	13.8	14.4	14.5	16.8
13-17	9.3	8.8	8.3	8.6	9.4	9.7
18-24	11.3	11.3	12.0	11.3	11.7	12.5
25-44	25.2	23.8	26.2	22.8	21.4	26.7
45-64	23.2	22.2	21.6	23.1	22.8	18.4
65 and over	12.0	10.6	10.1	11.7	11.5	6.5
Median age	32.4 yrs.	29.6 yrs.	30.1 yrs.	30.9 yrs.	29.3 yrs.	26.0 yrs.

Note: Data on foreign-born, Spanish language, and Puerto Rican ethnicity are from the fourth count of the census; other data are from the second count.

Source: U.S. Bureau of the Census, *1970 Census of Population,* PC(1)-B34 (New York), Table 25; N.Y.C. Dept. of City Planning, *Portfolio: An Information System for Community Districts,* Sections 2.4 and 2.5b.

Appendix Table 5 – *Total population, by age, N.Y.C., 1950, 1960, 1970, 1976*

		Age				
Year	Total	18 and over	Under 18	Under 6	6-17	% under 18
1950	7,891,957	5,979,312	1,912,645	775,891	1,136,754	24.2%
1960	7,781,984	5,617,457	2,164,527	811,587	1,352,940	27.8
1970	7,894,862	5,660,043	2,234,819	743,169	1,491,650	28.3
1976*	7,213,021	5,336,065	1,876,956	574,063	1,302,893	26.0
Standard Error	165,195	118,442	79,100	45,737	67,397	1.0
Percent Change						
1950-1960	– 1.4%	– 6.1%	+ 13.2%	+ 4.6%	+ 19.0%	
1960-1970	+ 1.5	+ 0.8	+ 3.2	– 8.4	+ 10.3	
1970-1976	– 8.6	– 5.7	– 16.0	– 22.8	– 12.7	

*Non-institutionalized population.

Source: U.S. Bureau of the Census, *Census of Population: 1960,* Volume 1, Part 34 (New York), Table 20; U.S. Bureau of the Census, *1970 Census of Population,* PC(1)-B34 (New York), Table 24; Trude W. Lash, Heidi Sigel, and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education,* New York, Foundation for Child Development, 1979, Tables A and I-1.

Appendix Table 6 — *Live births and birth rate, N.Y.C., 1940 and 1946 to 1978*

Year	*Total births**	*Birth rate***
1940	107,287	14.4
. . .		
1946	152,736	19.8
1947	171,174	22.0
1948	157,969	20.2
1949	156,932	20.0
1950	155,818	19.7
1951	162,755	20.6
1952	164,165	20.8
1953	161,499	20.5
1954	164,060	20.9
1955	165,150	21.1
1956	165,553	21.1
1957	166,977	21.4
1958	167,775	21.5
1959	168,138	21.6
1960	166,300	21.4
1961	168,383	21.6
1962	165,244	21.2
1963	167,848	21.5
1964	165,695	21.2
1965	158,815	20.3
1966	153,314	19.5
1967	145,802	18.5
1968	141,920	18.0
1969	146,221	18.5
1970	149,192	18.9
1971	131,920	16.7
1972	117,088	15.0
1973	110,639	14.5
1974	110,642	14.6
1975	109,418	14.6
1976	109,995	14.8
1977	110,486	15.2
1978	106,720	14.9

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*Includes a small percentage of births to non-N.Y.C. residents (currently about 6%).

**After 1970, birth rates (number of live births per 1,000 population) were calculated using N.Y.C. total population estimates from the Bureau of the Census.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics,* 1965, 1970 and 1978;
U.S. Bureau of the Census, *Current Population Reports,* Series P-25 and P-26.

Appendix Table 7 – *Live births, birth rate, women aged 15 to 44, and fertility rate, by race, N.Y.C., 1960, 1970, 1976*

		Race	
	Total	*White*	*Nonwhite*
Live births			
1960	166,300	131,052	35,248
1970	149,192	103,647	45,545
1976	109,995	69,858	40,137
Birth rate*			
1960	21.4	19.7	30.9
1970	18.9	17.1	24.7
1976	15.2	13.4	20.1
Women aged 15-44			
1960	1,630,047	1,339,509	290,538
1970	1,707,780	1,239,221	468,559
1976	1,672,001	1,142,597	529,404
Fertility rate**			
1960	102.0	97.8	121.3
1970	87.4	83.6	97.2
1976	65.8	61.1	75.8

Note: Rates for 1976 are based on the non-institutionalized population and hence tend to overestimate the true rates.

*Number of births per 1,000 population.
**Number of births per 1,000 women aged 15-44.

Source: Frieda Nelson, "Changes in Natality in New York City, 1960-1974," *Statistics and Health Review,* Winter 1975, Table 2;
N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics 1976,* Table 17;
U.S. Bureau of the Census, *Census of Population:* 1960, Volume 1, Part 34 (New York), Table 20;
U.S. Bureau of the Census, *1970 Census of Population,* PC(1)-B34 (New York), Table 24;
Foundation for Child Development analysis of 1976 Survey of Income and Education.

Appendix Table 8 – *Live births, by race, N.Y.C., 1960 and 1970 to 1978*

	Live births*				
	Number			Percent of total	
	Total	*White*	*Nonwhite*	*White*	*Nonwhite*
1960	166,300	131,052	35,248	78.8%	21.2%
. . .					
1970	149,192	103,647	45,545	69.5	30.5
1971	131,920	91,480	40,440	69.3	30.7
1972	116,958	79,692	37,266	68.1	31.9
1973	110,639	74,329	36,310	67.2	32.8
1974	110,642	72,778	37,864	65.8	34.2
1975	109,418	69,052	40,366	63.1	36.9
1976	109,995	69,858	40,137	63.5	36.5
1977	110,486	68,736	41,750	62.2	37.8
1978	106,720	66,348	40,372	62.2	37.8

*Includes births to nonresidents.

Source: Frieda Nelson, "Changes in Natality in New York City, 1960-1974," *Statistics and Health Review,* Winter 1975, Table 2;
N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics,* 1975 to 1978.

Appendix Table 9 – *Live births, by borough of residence and ethnicity of mother, N.Y.C., 1978*

	Total live births						
			Borough				
	*New York City**		*Manhattan*	*Bronx*	*Brooklyn*	*Queens*	*Staten Island*
	#	%	%	%	%	%	%
Total	106,720		16,515	18,878	37,976	22,166	4,328
		100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Hispanic	29,929	28.0%	40.2%	46.1%	24.6%	20.6%	6.6%
Mexican	312	0.3	0.5	0.3	0.3	0.2	–
Cuban	562	0.5	1.0	0.4	0.3	0.8	0.1
Puerto Rican	19,006	17.8	19.5	38.5	17.6	6.4	4.8
Other Spanish	10,049	9.4	19.2	6.9	6.4	13.2	1.7
American	19,168	18.0	19.7	7.7	16.7	18.6	23.6
European	26,135	24.5	10.5	15.2	26.0	31.0	54.4
Asian	8,269	7.7	8.0	2.2	8.8	10.8	5.3
African	22,511	21.1	21.0	28.7	23.3	18.5	8.6
Not stated	708	0.7	0.5	0.1	0.6	0.6	1.5

*Includes 6,857 births to nonresidents.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics 1978*, Table 16.

Appendix Table 10 – *Fertility rates, by age of woman and race, N.Y.C., 1960, 1970, 1976*

	Age of woman						
	Under 15	*15-19*	*20-24*	*25-29*	*30-34*	*35-39*	*40-44**
Total							
1960	0.2	60.7	206.5	183.6	108.8	50.8	11.6
1970	0.5	64.7	145.6	142.4	85.7	37.1	8.6
1976	0.5	50.8	98.0	98.7	66.7	29.6	6.8
White							
1960	NA	44.4	195.1	187.5	111.6	50.9	11.4
1970	0.2	46.4	136.0	148.0	89.1	37.0	8.2
1976	0.3	36.5	86.6	94.1	65.9	30.8	6.2
Nonwhite							
1960	NA	153.9	257.9	167.2	97.6	50.7	12.7
1970	1.2	112.3	175.4	127.8	78.1	37.5	10.0
1976	0.7	79.7	124.9	110.9	68.7	27.6	7.8

Note: Rates for 1976 are based on the non-institutionalized population and hence tend to overestimate the true rates.

*Includes a small number of births to women 45 and over in 1976.

Source: Frieda Nelson, "Changes in Natality in New York City, 1960-1974," *Statistics and Health Review*, Winter 1975, Table 6;
N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics 1976*, Table 17;
Foundation for Child Development analysis of 1976 Survey of Income and Education.

Appendix Table 11 – *Fertility rates, by age of woman and race, N.Y.C. vs. U.S., 1976*

Age of woman	Total		Race			
			White		Nonwhite	
	N.Y.C.	U.S.	N.Y.C.	U.S.	N.Y.C.	U.S.
Under 15	0.5	1.2	0.3	0.6	0.7	4.3
15-19	50.8	53.5	36.5	44.6	79.7	102.4
20-24	98.0	112.1	86.6	107.0	124.9	141.7
25-29	98.7	108.8	94.1	108.4	110.9	111.6
30-34	66.7	54.5	65.9	53.5	68.7	60.7
35-39	29.6	19.0	30.8	17.7	27.6	27.0
40-44*	6.8	4.3	6.2	3.8	7.8	7.0
General fertility rate	65.8	66.4	61.1	62.7	75.8	88.3
Total fertility rate	1.8	1.8	1.6	1.7	2.1	2.3

*Includes a small number of births to women 45 and over.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics 1976*, Table 17;
Foundation for Child Development analysis of 1976 Survey of Income and Education;
U.S. Dept. of Health, Education, and Welfare, Public Health Service, *Health: United States 1978*, DHEW Publication No. (PHS) 78-1232, 1978, Table 10;
U.S. Bureau of the Census, "Demographic, Social, and Economic Profile of States: Spring 1976," *Current Population Reports*, Series P-20, No. 334, January 1979, Table 1.

Appendix Table 12 – *Resident abortions and abortion rates, by age of woman, N.Y.C. vs. U.S., 1976*

Age of woman	Abortions		
	New York City		U.S. rate*
	Number	Rate*	
Under 15	738	0.9	0.6
15-19	17,003	57.9	34.5
20-24	26,599	79.9	40.1
25-29	20,466	55.8	24.8
30-34	11,305	41.3	15.0
35-39	5,412	25.5	9.5
40-44**	1,753	9.1	3.8
Total***	83,652	50.0	24.7

*Number of abortions per 1,000 women aged 15-44.
**Includes a small number of abortions to women 45 and older.
***Includes those whose age was unknown.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics 1976*, Table 19;
Foundation for Child Development analysis of 1976 Survey of Income and Education;
Jacqueline D. Forrest, Christopher Tietze, and Ellen Sullivan, "Abortion in the United States, 1976-1977," *Family Planning Perspectives*, Vol. 10, No. 5, September/October 1978, Table 4;
U.S. Bureau of the Census, "Demographic, Social and Economic Profile of States: Spring 1976," *Current Population Reports*, Series P-20, No. 334, January 1979, Table 1.

Appendix Table 13 – *Ratio of abortions to live births, N.Y.C. residents, 1971 to 1978*

Year	*Resident births*	*Resident abortions*	*Abortion ratio**
1971	123,711	67,032	54.2
1972	109,949	70,837	64.4
1973	103,616	81,200	78.4
1974	103,348	85,898	83.1
1975	102,382	81,426	79.5
1976	102,949	83,652	81.3
1977	103,488	86,676	83.8
1978	99,863	89,729	89.9

*Number of abortions per 100 live births.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics*, 1971 to 1978, and "Abortions to Residents Performed in New York City since July 1, 1970."

Appendix Table 14 – *Total population estimates and components of change, by borough, N.Y.C., 1970 to 1977*

	Total population		*Net change 1970-1977*		*Components of change: 1970 to 1977**			
							Net migration	
	July 1, 1977	*April 1, 1970*	*#*	*%*	*Births*	*Deaths*	*#*	*%*
New York City	7,277,500	7,895,563	−618,100	− 7.8%	824,200	602,400	−840,000	−10.6%
Bronx	1,280,500	1,471,701	−191,200	−13.0	167,600	108,900	−249,900	−17.0
Brooklyn	2,321,000	2,602,012	−281,000	−10.8	307,300	186,900	−401,400	−15.4
Manhattan	1,382,600	1,539,233	−156,600	−10.2	132,000	139,400	−149,100	− 9.7
Queens	1,958,300	1,987,174	− 28,900	− 1.5	184,700	147,500	− 66,100	− 3.3
Staten Island	335,000	295,443	+ 39,600	+13.4	32,700	19,700	+ 26,600	+ 9.0

*Births and deaths are based on reported vital statistics from April 1, 1970 to December 31, 1977. Net migration is the difference between net change and natural increase.

Source: U.S. Bureau of the Census, "Estimates of the Population of New York Counties and Metropolitan Areas: July 1, 1977 (revised) and July 1, 1978 (provisional)," *Current Population Reports*, Series P-26, No. 78-32, September 1979.

Appendix Table 15 – *Admission and discharge of students from/to places outside of N.Y.C., by origin/destination, N.Y.C. public schools, 1972-73 vs. 1977-78*

		Origin/Destination						
	Total	*Suburbs**	*South***	*Other U.S.*	*Puerto Rico*	*West Indies*	*Europe*	*Other foreign*
Coming to N.Y.C. schools from:								
1972-73								
Number	46,214	6,356	6,081	5,569	8,445	9,147	3,337	7,279
Percent	100.0%	13.8%	13.2%	12.1%	18.3%	19.8%	7.2%	15.8%
1977-78								
Number	42,821	6,658	5,478	6,599	6,862	5,221	925	11,078
Percent	100.0%	16.5%	12.8%	15.4%	16.0%	12.2%	2.2%	25.9%
% Change	– 7.3%	+ 4.8%	– 9.9%	+ 18.5%	– 18.7%	– 42.9%	– 72.3%	+ 52.2%
Going from N.Y.C. schools to:								
1972-73								
Number	62,906	19,906	11,830	11,881	13,434	1,870	1,479	2,506
Percent	100.0%	31.6%	18.8%	18.9%	21.4%	3.0%	2.4%	4.0%
1977-78								
Number	51,221	15,616	10,088	11,750	8,724	889	659	3,495
Percent	100.0%	30.5%	19.7%	22.9%	17.0%	1.7%	1.3%	6.8%
% Change	– 18.6%	– 21.6%	– 14.7%	– 1.1%	– 35.1%	– 52.5%	– 55.4%	+ 39.5%
Net Change:								
1972-73	– 16,692	– 13,550	– 5,749	– 6,312	– 4,989	+ 7,277	+ 1,858	+ 4,773
1977-78	– 8,400	– 8,958	– 4,610	– 5,151	– 1,862	+ 4,332	+ 266	+ 7,583

*Westchester and Rockland counties, Long Island, Connecticut, and New Jersey.
**Delaware, Maryland, Virginia, West Virginia, North and South Carolina, Georgia, Tennessee, Kentucky, Alabama, Mississippi, and Florida.

Source: Board of Education of the City of New York, Bureau of Attendance, unpublished data.

Appendix Table 16 – *Migration rate by school level, N.Y.C. public schools, 1972-73 and 1977-78*

	Incoming		*Outgoing*		*Total*	
	1972-73	*1977-78*	*1972-73*	*1977-78*	*1972-73*	*1977-78*
Total	41	41	56	49	97	91
Elementary	44	48	66	64	109	112
Junior High School	42	39	56	45	98	84
High School*	36	34	38	33	74	67
Academic	40	40	39	35	80	75
Vocational	7	8	33	28	40	36

Note: Rates are calculated per 1,000 students. Total migration rate equals sum of admissions from outside New York City and departures from New York City divided by enrollment.

*Includes Independent Alternative schools in 1977-78.

Source: Board of Education of the City of New York, Bureau of Attendance, unpublished data; and Office of Educational Statistics, "Day Schools Register by Grade and School Group," 1972 and 1977.

Appendix Table 17 – *Recent movers, by presence and age of own children under 18, race, and Spanish origin, N.Y.C., 1976*

Presence and age of own children under 18	*Recent mover households**							
			Race					
	Total		*Black*		*White & other*		*Spanish origin***	
		S.E.		S.E.		S.E.		S.E.
Total	13.4%	0.4	16.9%	1.1	12.3%	0.5	23.3%	1.6
Without own children	11.9	0.5	15.4	1.4	11.1	0.6	21:3	2.2
With own children	16.3	0.9	18.9	1.7	15.2	1.1	24.9	2.1
All under 6	24.5	2.1	25.8	4.4	24.0	2.4	32.5	4.0
Some 6-17	13.7	1.0	17.1	1.8	12.2	1.1	21.8	2.3
Some under 6	17.2	1.9	25.0	4.2	13.8	2.1	18.8	3.6
All 6-17	12.4	1.1	14.1	2.0	11.6	1.3	23.5	3.0

*Percent of households that moved into their present units within 12 months prior to the interview date.
**Persons of Spanish origin may be of any race, and are also included in race categories.

Source: U.S. Dept. of Commerce and U.S. Dept. of Housing and Urban Development, "Annual Housing Survey: 1976," *Current Housing Reports*, H-170-76-53, September 1978, Part D, Tables 1, 10, and 19.

Appendix Table 18 – *Pupil transfers by borough, N.Y.C. public elementary and junior high schools, 1977-78*

Destination (to)	*Origin (from)*					
	Manhattan	*Bronx*	*Brooklyn*	*Queens*	*Staten Island*	*Total*
Manhattan	7,638	1,893	863	506	53	10,953
Bronx	2,028	22,837	713	617	76	26,271
Brooklyn	961	876	34,476	1,849	237	38,399
Queens	1,123	1,426	3,710	14,066	63	20,388
Staten Island	128	130	903	180	2,512	3,853
Total	11,878	27,162	40,665	17,218	2,941	99,864

Note: Transferred pupils whose borough of origin or destination is unknown are excluded.

Source: Board of Education of the City of New York, Bureau of Attendance.

Appendix Table 19 – ***Enrollment in public elementary and junior high schools, by school district, N.Y.C., 1970-71 vs. 1978-79***

School district	Enrollment				% Change
	1970-71		1978-79		
	#	%	#	%	
Manhattan	126,724	15.0%	92,358	13.7%	– 27.1%
1	18,411	2.2	12,101	1.8	– 34.3
2	21,507	2.5	19,369	2.9	– 9.9
3	21,856	2.6	14,173	2.1	– 35.2
4	21,379	2.5	13,989	2.1	– 34.6
5	23,983	2.8	14,047	2.1	– 41.4
6	19,588	2.3	18,679	2.8	– 4.6
Bronx	189,086	22.3	142,697	21.1	– 24.5
7	30,041	3.5	16,541	2.4	– 44.9
8	33,805	4.0	23,719	3.5	– 29.8
9	34,970	4.1	31,977	4.7	– 8.6
10	27,693	3.3	30,842	4.6	+ 11.4
11	26,648	3.1	22,782	3.4	– 14.5
12	35,929	4.2	16,836	2.5	– 53.1
Brooklyn	315,951	37.3	244,377	36.2	– 22.7
13	25,633	3.0	18,186	2.7	– 29.1
14	29,739	3.5	20,350	3.0	– 31.6
15	26,459	3.1	22,381	3.3	– 15.4
16*	21,603	2.5	12,152	1.8	– 43.7
17	25,737	3.0	26,788	4.0	+ 4.1
18	21,932	2.6	17,897	2.6	– 18.4
19*	31,682	3.7	25,344	3.8	– 20.0
20	27,837	3.3	23,697	3.5	– 14.9
21	29,003	3.4	22,791	3.4	– 21.4
22	28,576	3.4	24,094	3.6	– 15.7
23	25,489	3.0	14,062	2.1	– 44.8
32*	22,261	2.6	16,635	2.5	– 25.3
Queens	178,924	21.1	158,800	23.5	– 11.2
24	23,085	2.7	25,423	3.8	+ 10.1
25	26,390	3.1	22,071	3.3	– 16.4
26	20,872	2.5	13,962	2.1	– 33.1
27	30,479	3.6	28,813	4.3	– 5.5
28	28,032	3.3	21,648	3.2	– 22.8
29	25,713	3.0	23,855	3.5	– 7.2
30	24,353	2.9	23,028	3.4	– 5.4
Staten Island					
31	36,964	4.4	37,242	5.5	+ 0.8
Total districts	847,649	100.0%	675,474	100.0%	– 20.3%

*District 32 was created in 1973 out of portions of districts 16 and 19. Equivalent enrollment data for these districts were calculated for 1970 by the N.Y.C. Dept. of City Planning.

Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual Pupil Ethnic Census," 1970 and 1978.

Appendix Table 20 – *Enrollment, by borough and ethnicity, N.Y.C. public schools, 1970 vs. 1978*

		Ethnicity			
	Total	*Black*	*White*	*Hispanic*	*Other*
Total					
1970	1,141,075	392,714	431,241	299,280	17,840
1978	998,947	384,735	286,518	294,792	32,902
% Change	– 12.5%	– 2.0%	– 33.6%	– 1.5%	+ 84.4%
Manhattan					
1970	175,114	69,441	26,446	71,358	7,869
1978	146,789	57,420	17,531	62,631	9,207
% Change	– 16.2%	– 17.3%	– 33.7%	– 12.2%	+ 17.0%
Bronx					
1970	237,991	81,202	54,893	100,215	1,681
1978	198,791	78,127	26,277	91,643	2,744
% Change	– 16.5%	– 3.8%	– 52.1%	– 8.6%	+ 63.2%
Brooklyn					
1970	418,335	163,967	149,367	101,406	3,595
1978	351,712	159,248	92,817	92,786	6,861
% Change	– 15.9%	– 2.9%	– 37.9%	– 8.5%	+ 90.8%
Queens					
1970	251,049	69,804	154,888	21,944	4,413
1978	232,871	77,029	102,130	40,669	13,043
% Change	– 7.2%	+ 10.4%	– 34.1%	+ 85.3%	+ 195.6%
Staten Island					
1970	50,388	4,410	43,782	1,937	259
1978	55,288	6,000	45,228	3,125	935
% Change	+ 9.7%	+ 36.1%	+ 3.3%	+ 61.3%	+ 261.0%

Note: Total N.Y.C. data include students in special schools, but borough data do not.

Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual Pupil Ethnic Census," 1970 and 1978.

Appendix Table 21 – *Families with children under 18, by number of children per family, N.Y.C., 1960, 1970, 1976*

Number of children per family	*Families* with related children under 18*			
	1960	*1970*	*1976*	
				S.E.
Total	1,072,636	1,054,413	991,850	35,795
1	436,579	399,376	459,578	24,592
2	370,632	334,706	275,550	19,128
3	158,171	175,825	144,133	13,964
4 or more	107,254	144,506	112,589	12,323
As percent of total	100.0%	100.0%	100.0%	S.E.
1	40.7%	37.9%	46.3%	1.9
2	34.6	31.7	27.8	1.7
3	14.7	16.7	14.5	1.3
4 or more	10.0	13.7	11.4	1.2
				S.E.
Average number of children	NA	2.16	1.98	0.06

*Includes primary families only, except for 1960 where a small number of secondary families are included.

Source: Community Council of Greater New York, *Families in New York City: Social and Economic Characteristics*, May 1966, p. 45;
U.S. Bureau of the Census, *1970 Census of Population*, PC(1)-D34 (New York), Table 208;
Trude W. Lash, Heidi Sigal and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education*, New York, Foundation for Child Development, 1979, Table II-7a.

Appendix Table 22 – *Families with children under 18, by number of children and ethnicity of family head, N.Y.C. vs. U.S., 1976*

Number of children per family	*Families* with related children under 18*								
	N.Y.C.								*U.S*
			Ethnicity of head						
	*Total***		*White*		*Black*		*Hispanic*		*Total*
Total – Number	994,921		462,500		273,835		225,504		31,111,000
Percent	100.0%		46.5%		27.5%		22.7%		
As percent of total		S.E.		S.E.		S.E.		S.E.	
1	46.5%	1.9	50.7%	2.7	46.4%	3.5	42.1%	3.8	37.5%
2	27.7	1.7	28.2	2.4	26.1	3.1	24.9	3.4	33.4
3	14.5	1.3	13.0	1.8	12.4	2.3	18.9	3.1	17.0
4 or more	11.3	1.2	8.2	1.5	15.0	2.5	14.1	2.7	12.1

*Primary and secondary families.
**Includes other ethnic categories not reported separately.

Source: Trude W. Lash, Heidi Sigal and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education*, New York, Foundation for Child Development, 1979, Table II-11;
U.S. Bureau of the Census, *Current Population Reports*, Series P-60, No. 110, Table 1C.

Appendix Table 23 – *Live births, by birth order, N.Y.C., 1970 vs. 1978*

Birth order	*Live births*		
	1970	*1978*	*Percent change in number*
Total number	149,192*	106,720	−28.5%
As percent of total			
First child	41.2%	43.2%	−24.9%
Second child	27.6	30.4	−21.1
Third child	14.9	14.6	−30.1
Fourth child	7.5	6.4	−39.1
Fifth child	3.9	2.7	−50.3
Sixth or later child	4.9	2.7	−61.1

*Includes nine births for which birth order was not stated.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics,* 1970 and 1978.

Appendix Table 24 – *First births as percentage of all live births, by age of mother, N.Y.C., 1970 vs. 1978*

Age of mother	*First births*	
	1970	*1978*
Total	41.2%	43.2%
Under 15	95.9%	98.7%
15-19	75.2	77.1
20-24	51.7	51.1
25-29	30.8	36.7
30-34	18.9	26.1
35-39	13.4	20.1
40 and over	11.4	15.6
Under 25	58.4%	59.7%
25 and over	25.0	31.0

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics,* 1970 and 1978.

Appendix Table 25 – *Families with children under 18, by family type, N.Y.C., 1960, 1970, 1976*

	Families with own children under 18*				*Percent change*
Family type	*1960*	*1970*	*1976*		*1970-1976*
				S.E.	
Total	1,004,418	983,502	958,414	35,182	NS
Husband-wife	884,243	774,496	676,454	29,722	– 12.7%
Single-parent	120,175	209,006	281,959	19,319	+ 34.9
Female-headed	105,161	190,124	268,410	18,916	+ 41.2
Male-headed	15,014	18,882	13,549	4,331	NS
As percent of total	100.0%	100.0%	100.0%		
				S.E.	
Husband-wife	88.0	78.8	70.6	1.7	
Single-parent	12.0	21.3	29.4	1.7	
Female-headed	10.5	19.3	28.0	1.7	
Male-headed	1.5	1.9	1.4	0.4	

*Includes primary families only, except in 1960 where a small number of secondary families are included.

Source: U.S. Bureau of the Census, *Census of Population: 1960,* Volume 1, Part 34 (New York), Table 108; U.S. Bureau of the Census, *1970 Census of Population*, PC(1)-B34 (New York), Table 25; Trude W. Lash, Heidi Sigal and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education,* New York, Foundation for Child Development, 1979, Tables II-3a&b.

Appendix Table 26 – *Children under 18, by presence of parents, N.Y.C., 1960, 1970, 1976 and vs. U.S., 1976*

	*Own children under 18**				
	New York City				*United States*
	1960	*1970*	*1976*		*1976*
				S.E.	
Total	2,043,136	2,094,110	1,785,982	77,451	63,221,000
Living with					
Two parents	1,806,870	1,622,102	1,220,010	65,348	52,101,000
One parent	236,266	472,008	565,973	45,437	11,121,000
Mother only	210,383	435,963	545,292	44,669	10,310,000
Father only	25,883	36,045	20,681	8,795	811,000
As percent of total	100.0%	100.0%	100.0%		100.0%
Living with				S.E.	
Two parents	88.4%	77.5%	68.3%	2.1	82.4%
One parent	11.6	22.5	31.7	2.1	17.6
Mother only	10.3	20.8	30.5	2.1	16.3
Father only	1.3	1.7	1.2	0.5	1.3

*In primary families only, including subfamily heads. Does not include children living with neither parent.

Source: Community Council of Greater New York, *1970 Census Bulletin*, No. 11, January 1972; U.S. Bureau of the Census, *1970 Census of Population*, PC(1)-B34 (New York), Table 26, and *Current Population Reports*, Series P-20, No. 306, Table 4; Trude W. Lash, Heidi Sigal and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education,* New York, Foundation for Child Development, 1979, Table I-6a.

Appendix Table 27 – *Children under 18, by presence of parents and ethnicity, N.Y.C., 1976*

	Own children under 18*					
	Ethnicity					
	White		Black		Hispanic	
		S.E.		S.E.		S.E.
Total	755,088	52,423	516,826	43,613	471,588	41,582
Living with						
Two parents	652,770	48,658	219,604	28,539	292,939	32,741
One parent	102,317	19,647	297,222	32,953	178,648	25,741
Mother only	96,710	19,105	285,077	32,352	173,014	25,356
Father only	5,607	4,598	12,145	6,759	5,634	4,608
As percent of total	100.0%		100.0%		100.0%	
Living with		S.E.		S.E.		S.E.
Two parents	86.4%	2.4	42.5%	4.2	62.1%	4.4
One parent	13.6	2.4	57.5	4.2	37.9	4.4
Mother only	12.8	2.4	55.2	4.3	36.7	4.3
Father only	0.7	0.6	2.3	1.3	1.2	1.0

*In primary families only, including subfamily heads. Does not include children living with neither parent.

Source: Foundation for Child Development analysis of 1976 Survey of Income and Education.

Appendix Table 28 – *Families and subfamilies, by presence and age of children under 18, family type, and marital status of female heads, N.Y.C., 1976*

Family type and marital status of female heads	Families* and subfamilies							
			With own children under 18					
					Age of children			
	Total		Total		Some under 6		All 6-17	
Total**	1,862,059		968,497		422,529		545,968	
As percent of total		S.E.		S.E.		S.E.		S.E.
Husband-wife	76.8%	1.1	70.3%	1.7	75.5%	2.4	66.3%	2.4
Female-headed**	23.2	1.1	29.7	1.7	24.5	2.4	33.7	2.4
Ever married**	18.8	1.1	23.7	1.6	14.5	2.0	30.8	2.3
Widowed	5.9	0.6	4.1	0.7	1.4	0.7	6.1	1.2
Divorced	4.3	0.6	5.9	0.9	1.8	0.8	9.1	1.4
Separated	7.7	0.7	12.6	1.2	9.8	1.7	14.7	1.8
Never married	4.4	0.6	6.0	0.9	9.9	1.7	3.0	0.9
With female head**	432,620		287,506		103,370		184,136	
As percent of total		S.E.		S.E.		S.E.		S.E.
Ever married**	80.8%	2.2	79.8%	2.8	59.3%	5.7	91.2%	2.4
Widowed	25.3	2.4	13.7	2.4	5.9	2.7	18.1	3.3
Divorced	18.5	2.2	19.9	2.8	7.3	3.0	27.0	3.8
Separated	33.3	2.7	42.4	3.4	40.2	5.6	43.6	4.3
Never married	19.2	2.2	20.2	2.8	40.7	5.7	8.8	2.4

*Primary and secondary families, excluding those headed by a single male.

**Includes "married, husband absent," not shown separately.

Source: Trude W. Lash, Heidi Sigal and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education*, New York, Foundation for Child Development, 1979, Table II-14.

Appendix Table 29 – *Out-of-wedlock births, N.Y.C., 1958 to 1978*

	Out-of-wedlock births	
Year	*Number*	*As % of total births*
1958	12,885	7.7%
1959	13,380	8.0
1960	13,901	8.4
1961	15,723	9.3
1962	16,412	9.9
1963	18,436	11.0
1964	20,223	12.2
1965	20,980	13.2
1966	22,714	14.8
1967	24,336	16.7
1968	26,262	18.5
1969	29,325	20.1
1970	31,903	21.4
1971	28,099	21.3
1972	27,619	23.6
1973	28,292	25.6
1974	29,209	26.4
1975	31,627	28.9
1976	33,215	30.2
1977	36,207	32.8
1978	35,943	33.7

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis.

Appendix Table 30 – *Total live births and births out of wedlock, by ethnicity and age of mother, N.Y.C., 1977*

		Out-of-wedlock births	
	Total births	*Number*	*Percent*
Total	110,486	36,207	32.8%
Ethnicity			
White	56,943	8,302	14.6%
Nonwhite	41,008	21,842	53.3
Puerto Rican	12,535	6,063	48.4
Age of mother			
Under 15	345	332	96.2%
15-17	5,934	4,916	82.8
18-19	9,172	6,108	66.6
20-24	32,122	12,337	38.4
25-29	35,321	7,298	20.7
30-34	19,640	3,518	17.9
35-39	6,627	1,388	20.9
40-44	1,250	286	22.9
45 and over	65	24	36.9
Not stated	10	0	–
Under 20	15,451	11,356	73.5%
20 and over	95,025	24,851	26.2

Source: Frieda Nelson and Jean Pakter, N.Y.C. Dept. of Health: personal communication.

Appendix Table 31 – ***Teenage births as percent of total births by ethnicity, N.Y.C., 1960, 1965, 1970, 1975 to 1977***

		Ethnicity		
Year	*Total*	*White*	*Nonwhite*	*Puerto Rican*
1960	9.3%	5.4%	16.7%	16.1%
...				
1965	11.5	6.8	18.8	17.4
...				
1970	13.5	8.2	21.8	16.4
...				
1975	14.4	9.4	20.7	16.6
1976	13.9	9.4	20.0	15.7
1977	14.0	9.5	20.0	14.8

Source: Frieda Nelson and Jean Pakter, N.Y.C. Dept. of Health: personal communication.

Appendix Table 32 – ***Live births and abortions, by method of payment and age of woman, N.Y.C., 1978***

		Method of Payment			
Age of woman	*Total*	*Self*	*Medicaid*	*Other*	*Not stated*
Total					
Births*	106,720	14.8%	33.9%	50.1%	1.1%
Abortions**	89,765	54.1	34.6	10.6	0.7
Under 20					
Births	14,687	14.2%	62.9%	21.1%	1.7%
Abortions	18,348	52.6	38.9	7.8	0.7
20 and over					
Births	92,022	14.9%	29.3%	54.8%	1.0%
Abortions	70,899	54.4	33.6	11.3	0.7

*Includes a small percentage (6.4%) of births to non-N.Y.C. residents and 11 births to women whose age was unknown.
**Includes 518 abortions to women whose age was unknown.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics 1978*, Table 17;
Frieda Nelson and Jean Pakter, N.Y.C. Dept. of Health: personal communication.

Appendix Table 33 – ***Itemized budget costs for a four-person family at three levels of living, New York-Northeastern New Jersey, autumn 1978***

	Level of Living		
	Lower	*Intermediate*	*Higher*
Total budget	$12,063	$21,587	$34,252
Total family consumption	9,682	15,652	22,094
Food	3,884	5,159	6,520
Housing	2,282	5,307	8,190
Transportation	730	1,456	2,179
Clothing and personal care	1,095	1,553	2,291
Medical care	1,122	1,124	1,174
Other	569	1,053	1,740
Personal income tax	1,113	3,968	9,550
All other*	1,268	1,967	2,608
As percent of total budget	100.0%	100.0%	100.0%
Total family consumption	80.3	72.5	64.5
Food	32.2	23.9	19.0
Housing	18.9	24.6	23.9
Transportation	6.1	6.7	6.4
Clothing and personal care	9.1	7.2	6.7
Medical care	9.3	5.2	3.4
Other	4.7	4.9	5.1
Personal income tax	9.2	18.4	27.9
All other*	10.5	9.1	7.6

Note: The budgets represent the costs of three hypothetical lists of goods and services that were specified in the mid-1960s to portray three relative standards of living. These budgets are for a precisely defined urban family of four: A 38-year-old husband employed full time, a nonworking wife, a boy of 13, and a girl of 8. The budgets do not represent how families of this type actually do or should spend their money, nor are they intended to represent a minimum level of adequate income or a subsistence level of living.

*Includes Social Security, disability, and life insurance premiums, allowances for gifts and contributions, and occupational expenses.

Source: U.S. Dept. of Labor, Bureau of Labor Statistics, *News*, April 29, 1979, Tables 1-3.

Appendix Table 34 – ***Change in itemized budget costs for a four-person family at three levels of living, New York-Northeastern New Jersey, spring 1967-autumn 1978***

	Level of living		
	Lower	*Intermediate*	*Higher*
Total budget	+100.3%	+116.4%	+130.4%
Total family consumption	+ 96.8	+ 99.2	+ 99.2
Food	+120.9	+121.4	+129.2
Housing	+ 84.3	+101.3	+102.1
Transportation	+ 97.3	+ 88.8	+ 94.2
Clothing and personal care	+ 49.6	+ 51.7	+ 51.8
Medical care	+120.0	+119.5	+121.1
Other	+ 83.0	+ 80.6	+ 68.6
Personal income tax	+121.3	+205.2	+267.6
All other*	+111.7	+139.9	+121.2

*Includes Social Security, disability and life insurance premiums, allowances for gifts and contributions, and occupational expenses.

Source: U.S. Dept. of Labor, Bureau of Labor Statistics, *News*, May 27, 1975 and April 29, 1979.

Appendix Table 35 – *Median family income in 1975, by presence of children under 18, family type, and ethnicity of family head, N.Y.C., 1976*

	Median family income					
			Presence of own children under 18			
	Total		With children		With no children	
		95% confidence interval		95% confidence interval		95% confidence interval
Total families*	$13,459	$12,756-14,288	$11,912	$11,204-12,681	$15,453	$14,266-16,330
Family type						
Husband-wife	$16,139	$15,359-16,715	$15,905	$14,600-16,691	$16,361	$15,407-17,360
Female-headed	6,573	5,841- 7,399	5,532	3,946- 6,160	10,394	8,354-12,541
Ethnicity						
White	$16,630	$15,803-17,509	$16,609	$15,106-18,031	$16,648	$15,537-17,824
Black	11,054	9,853-12,142	9,572	7,996-11,118	14,456	11,737-16,727
Hispanic	8,341	7,296- 9,413	7,993	6,761- 9,211	8,984	7,462-11,920

*Primary and secondary families. Includes other family type and ethnic categories not shown separately.

Source: Trude W. Lash, Heidi Sigal and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education*, New York, Foundation for Child Development, 1979, Table IIIB-1a&b.

Appendix Table 36 – *Families with children under 18 with income below poverty level in 1975, by family type and ethnicity of head, N.Y.C., 1976*

	Families* with related children under 18 below poverty level								
				Family type					
	Total**			Husband-wife			Female-headed		
Ethnicity of head	#	as % of total		#	as % of total		#	as % of total	
			S.E.			S.E.			S.E.
Total**	170,335	17.2%	1.4	39,483	5.7%	1.0	129,387	45.9%	3.5
White	27,563	6.0	1.3	9,176	2.3	0.9	16,924	***	–
Black	69,604	25.7	3.1	4,660	3.4	1.8	64,945	50.8	5.2
Hispanic	73,167	32.4	3.6	25,648	18.9	3.9	47,519	53.8	6.2

*Primary families only.
**Includes other family type and ethnic categories not shown separately.
***Not calculated because base was less than 65,000.

Source: Trude W. Lash, Heidi Sigal and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education*, New York, Foundation for Child Development, 1979, Table IIIB-3.

Appendix Table 37 – *Families with income below poverty level, 1969 vs. 1975, by family type and by presence and number of children under 18, N.Y.C., 1970 vs. 1976*

	Percent of families* below poverty								
				Family type					
Presence and number of related children under 18	Total			Husband-wife**			Female-headed		
	1969	1975		1969	1975		1969	1975	
			S.E.			S.E			S.E.
With children	16.0%	17.2%	1.4	8.4%	5.8%	1.0	45.7%	45.9%	3.5
1	9.8	10.2	1.7	5.1	2.2	0.9	28.2	33.9	5.2
2	12.6	14.0	2.4	6.6	3.8	1.6	40.8	40.9	6.6
3 or more	27.3	33.1	3.4	14.6	15.4	3.3	68.7	65.6	5.9
With no children	6.8	6.1	0.9	6.4	3.8	0.8	9.2	14.4	3.6

*Primary families only.
**In this table, "husband-wife" includes a small number of families headed by a single male.

Source: U.S. Bureau of the Census, *1970 Census of Population*, PC(1)-D34 (New York), Table 208; Trude W. Lash, Heidi Sigal and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education*, New York, Foundation for Child Development,1979, Table III-B-4.

Appendix Table 38 – *Labor-force participation of female family heads and wives, by ethnicity and presence and age of children under 18, N.Y.C., 1976*

Presence and age of own children under 18	Percent of female heads and wives in labor force					
	Ethnicity					
	White		Black		Hispanic	
		S.E.		S.E.		S.E.
Total	39.3%	1.7	54.6%	2.9	37.3%	3.2
With children under 18	34.3	2.6	50.8	3.7	35.3	3.7
With children under 6	19.1	3.5	48.0	5.6	31.6	5.1
With children 6-17 only	44.5	3.6	52.9	4.9	38.8	5.2
With no children under 18	42.7	2.3	61.2	4.7	44.7	6.4

Source: Trude W. Lash, Heidi Sigal and Deanna Dudzinski, *Children and Families in New York City: An Analysis of the 1976 Survey of Income and Education,* New York, Foundation for Child Development, 1979, Table IIIA-5.

Appendix Table 39 – *Children receiving public assistance, by type of aid, N.Y.C., 1970 to 1979*

Year*	Total children**	AFDC		AFDC-U		Home Relief	
		Cases	Children	Cases	Children	Cases***	Children
1970	685,303	224,212	591,322	8,861	28,567	74,072	65,414
1971	710,493	241,314	623,504	5,740	17,806	72,631	69,183
1972	702,572	248,519	626,652	3,637	10,569	73,003	65,351
1973	654,886	243,866	600,289	2,821	8,172	55,304	46,425
1974	656,831	242,660	597,802	1,773	5,251	64,782	43,778
1975	640,183	251,015	588,971	1,892	5,048	93,126	46,164
1976	618,458	253,250	575,862	6,433	17,279	103,625	25,317
1977	574,112	244,157	540,538	6,391	16,815	102,415	16,759
1978	542,739	238,068	513,831	5,001	12,968	101,421	15,940
1979	NA	228,483	NA	4,608	NA	94,333	NA

*Data are as of December of each year, except for 1979, which are as of June.

**Includes a small percentage of children aged 18 to 20.

***Family cases with children.

Source: City of New York, Human Resources Administration, *Monthly Statistical Report.*

Appendix Table 40 – *Estimated child public assistance rates, N.Y.C., 1970, 1974 to 1978*

Year	Population under 21	Children under 21 receiving public assistance	
		Monthly average number	Rate per 100
1970	2,474,072	650,000	26.3
. . .			
1974	2,249,538	641,551	28.5
1975	2,217,091	646,685	29.2
1976	2,174,048	627,285	28.9
1977	2,105,451	594,588	28.2
1978	2,038,562	555,991	27.3

Source: U.S. Bureau of the Census, *1970 Census of Population,* PC(1)-B34 (New York), Table 24;
N.Y. State Dept. of Health, *Vital Statistics of New York State,* 1974 to 1978;
Community Council of Greater New York, *Research Note No. 32,* July 28, 1977;
City of New York, Human Resources Administration, *Monthly Statistical Report,* 1977 and 1978.

Appendix Table 41 — ***AFDC cases accepted during year, by presence and status of father, N.Y.C., 1975 vs. 1978***

Status of father	*1975*	*1978**
Number of cases accepted	76,858	92,321
Father in the home	13.5%	10.3%
Incapacitated	6.0	4.4
Not incapacitated	7.4	5.9
Father not in the home	86.5%	89.7%
Dead	2.2	1.9
No legal marriage	37.9	48.0
Legally separated/divorced	6.2	4.8
Deserted or abandoned family	37.4	33.5
Institutionalized	1.6	1.0
Other	1.2	0.5

*Distribution is based on 82,622 cases. Data on the status of father were not available for cases accepted during August.

Source: City of New York, Human Resources Administration, *Monthly Statistical Report, 1975 and 1978.*

Appendix Table 42 — ***Infant mortality rates, N.Y.C., 1936 to 1978***

Year	*Infant mortality rate**
1936-1940	39.8
1941-1945	30.3
1946-1950	26.0
1951-1955	24.4
1956-1960	25.7
1961-1965	26.2
1966-1970	23.6
1971-1975	19.9
1976	19.0
1977	17.8
1978	17.1

*Infant deaths under one year per 1,000 live births.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics 1978,* Table 1.

Appendix Table 43 – *Reported cases of polio, scarlet fever, and whooping cough, N.Y.C., 1940-1978*

	Number of reported cases		
Year	*Polio*	*Scarlet fever*	*Whooping cough*
1940	67	13,569	5,775
1941	404	7,206	7,811
1942	88	7,009	9,240
1943	361	9,484	3,678
1944	1,890	8,509	2,810
1945	547	8,347	4,992
1946	716	8,009	2,135
1947	224	3,583	3,224
1948	703	2,420	1,591
1949	2,246	2,230	4,129
1950	1,064	1,652	1,791
1951	555	2,144	1,606
1952	821	3,548	1,379
1953	677	1,595	2,733
1954	844	2,143	1,777
1955	806	1,834	1,136
1956	149	2,357	1,113
1957	57	1,657	1,326
1958	100	1,944	655
1959	170	2,043	1,322
1960	92	2,622	416
1961	2	2,820	249
1962	7	1,259	307
1963	1	1,287	212
1964	2	1,052	304
1965	0	792	194
1966	0	799	206
1967	1	731	179
1968	1	732	122
1969	0	891	149
1970	0	513	163
1971	0	614	55
1972	1	445	79
1973	0	708	77
1974	0	402	75
1975	0	463	40
1976	1	609	43
1977	0	583	47
1978	0	271	54

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics 1978*, Table 21.

Appendix Table 44 – *Infant mortality rates by ethnicity, N.Y.C., 1961 to 1977*

	*Infant mortality rate**		
	Ethnicity		
Year	*White*	*Nonwhite*	*Puerto Rican*
1961	19.7	39.7	30.3
1962	21.1	43.3	28.2
1963	19.9	39.2	28.2
1964	20.1	41.0	29.6
1965	19.4	39.4	26.7
1966	19.0	38.2	24.7
1967	18.2	36.2	24.3
1968	17.8	33.1	25.0
1969	19.8	34.0	23.0
1970	17.9	29.9	19.3
1971	17.6	27.4	19.7
1972	17.0	25.4	18.3
1973	17.7	23.9	19.5
1974	17.1	24.6	17.4
1975	16.6	23.7	17.7
1976	15.2	25.7	15.6
1977	14.5	22.9	16.7

*Infant deaths under one year per 1,000 live births.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis.

Appendix Table 45 – *Low-weight births, N.Y.C., 1958 to 1978*

	*Low-weight births**	
Year	*Number*	*As percent of total births*
1958	15,329	9.1%
1959	15,745	9.4
1960	15,544	9.3
1961	16,085	9.6
1962	15,979	9.7
1963	16,692	9.9
1964	16,747	10.1
1965	16,108	10.1
1966	15,995	10.4
1967	14,763	10.1
1968	14,153	10.0
1969	14,531	9.9
1970	14,449	9.7
1971	12,190	9.2
1972	10,921	9.3
1973	10,185	9.2
1974	10,085	9.1
1975	9,944	9.1
1976	10,275	9.3
1977	10,123	9.2
1978	9,767	9.2

*Births under 2501 grams.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis.

Appendix Table 46 – *Month of first visit for prenatal care, N.Y.C., 1970 vs. 1977*

	1970 (N = 149,192)		*1977 (N = 110,486)*	
	#	*%*	*#*	*%*
1st-6th month	105,641	70.8%	85,294	77.2%
7th-9th month	20,039	13.4	13,866	12.6
No care	15,852	10.6	10,453	9.5
Not stated	7,660	5.1	873	0.8
Late or no care	35,891	24.1%	24,319	22.0%

Source: Frieda Nelson and Jean Pakter, N.Y.C. Dept. of Health: personal communication.

Appendix Table 47 – *Month of first visit for prenatal care, by age of mother, N.Y.C., 1977*

Age	Total births*	Month of first visit (as % of total)		
		1st-6th	*7th-9th*	*No care*
Total	110,486	77.2%	12.6%	9.5%
Under 15	345	48.4	27.2	22.6
15-17	5,934	56.3	23.8	18.4
18-19	9,172	62.1	20.0	16.6
20-24	32,122	73.3	14.4	11.3
25-29	35,321	83.4	9.4	6.7
30-34	19,640	84.6	8.9	6.0
35-39	6,627	82.4	10.0	7.0
40 and over	1,325	75.7	12.9	10.8
Under 20	15,451	59.5%	21.6%	17.4%
20 and over	95,035	80.1	11.1	8.2

*Includes a small percentage of births for which month prenatal care began was not stated.

Source: Frieda Nelson and Jean Pakter, N.Y.C. Dept. of Health: personal communication.

Appendix Table 48 – *Child deaths from accidents, N.Y.C., 1978*

	Age	
	0-4	*5-14*
Total deaths	77	86
Home	51	17
Poisonings (gas excepted)	2	–
Poisonings by gases/vapors	–	–
Fires and flames	23	10
Suffocation	7	3
Falls	12	2
Other home accidents	7	2
Motor vehicle	20	50
Injury to pedestrian	14	36
Collision with other motor vehicle	3	4
Collision with fixed object	1	3
Noncollision	1	2
Other motor vehicle	1	5
Public non-motor vehicle	6	19
Subway and elevated train	1	3
Air transportation	–	–
Fire, explosion	–	1
Drowning	2	6
Falls	2	7
Other	1	2
Occupational	–	–

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis, *Summary of Vital Statistics 1978*, Table 10.

Appendix Table 49 – *Cases of poisonings reported for persons under age 15, by age and poisoning agent, N.Y.C., 1978*

Poisoning agent	*Total under 15**	*Age*			*Child, age unknown*
		Under 5	*5-9*	*10-14*	
Total	29,925	25,749	2,420	1,702	54
Internal medicine	7,772	6,455	675	631	11
Household preparation	4,888	4,468	269	143	8
External medicine	3,154	2,826	204	119	5
Cosmetics	2,974	2,802	109	62	1
Plants	2,051	1,876	127	40	8
Pesticides	1,702	1,503	129	65	5
Paints, solvents, etc.	1,544	1,345	126	69	4
Petroleum distillates	409	354	29	26	–
Bee/wasp bites	175	66	67	41	1
Gases, vapors	130	81	26	23	–
Miscellaneous	5,126	3,973	659	483	11

*Totals do not include figures for lead poisoning.

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis.

Appendix Table 50 – *Lead-poisoning cases and bloods analyzed, N.Y.C., 1970 to 1978*

Year	*Cases**	*Bloods analyzed*
1970	2,649	87,007
1971	1,925	115,816
1972	944	100,182
1973	761	124,092
1974	494	124,900
1975	1,559	111,954
1976	984	103,016
1977	652	96,385
1978	802	111,430

*Prior to 1/1/75, a "case" of lead poisoning was defined as a blood lead level of 55 ug/100ml. or greater. Since 1/1/75, a "case" is defined as a blood lead level of 40 ug/100ml. or greater.

Source: N.Y.C. Dept. of Health, Lead Poisoning Control Program, *Annual Report 1978.*

Appendix Table 51 – *Lead-poisoning cases by Health Center District, N.Y.C., July 1970-December 1978*

Health Center District	*Number of cases**
New York City	10,242
Manhattan	1,237
Central Harlem	413
East Harlem	199
Kips Bay-Yorkville	8
Lower East Side	109
Lower West Side	108
Riverside	144
Washington Heights	256
Bronx	1,511
Fordham-Riverdale	87
Morrisania	529
Mott Haven	398
Pelham Bay	55
Tremont	401
Westchester	41
Brooklyn	6,522
Bay Ridge	19
Bedford	1,359
Brownsville	1,256
Bushwick	1,379
Flatbush	210
Fort Greene	1,305
Gravesend	113
Red Hook-Gowanus	345
Sunset Park	201
Williamsburg-Greenpoint	334
Queens	826
Astoria-Long Island City	36
Corona	128
Flushing	33
Jamaica East	373
Jamaica West	249
Maspeth-Forest Hills	7
Staten Island	146

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*Prior to 1/1/75, a "case" of lead poisoning was defined as a blood lead level of 55 ug/100 ml. or greater. Since 1/1/75, a "case" is defined as a blood lead level of 40 ug/100ml. or greater.

Source: N.Y.C. Dept. of Health, Lead Poisoning Control Program, *Annual Report 1978.*

Appendix Table 52 – *Reported cases of selected communicable diseases for persons under 15, by age, N.Y.C., 1978*

Disease	*Total under 15*	*Age*			
		Under 1	*1-4*	*5-9*	*10-14*
Chicken pox	2,321	133	668	1,196	324
Salmonellosis	721	351	214	115	41
Strep, sore throat	364	4	90	176	94
Gonorrhea	349	23	54	46	226
Bacillary dysentery	330	43	165	91	31
Measles	280	26	66	109	79
Scarlet fever	240	3	74	144	19
Bacterial meningitis	164	86	44	24	10
Mumps	125	3	36	57	29
Aseptic meningitis	122	35	14	40	33
Amebiasis	112	0	11	68	33
Hepatitis: unspecified	79	0	11	40	28
Hepatitis: B-negative	75	0	11	38	26
Rubella	53	19	16	9	9
Whooping cough	53	32	12	5	4
Meningococcal meningitis	52	17	17	10	8
Tuberculosis: all forms	47	0	26	9	12
Early, latent syphilis	16	0	4	1	11
Hepatitis: B-positive	15	1	1	2	11
Typhoid fever	15	0	6	5	4
Congenital syphilis	19	13	5	0	1
Primary, secondary syphilis	10	0	0	0	10
Encephalitis	10	3	2	3	2
Schistosomiasis	2	0	0	0	2

Source: N.Y.C. Dept. of Health, Bureau of Health Statistics and Analysis.

Appendix Table 53 – *Restricted-activity and bed-disability days for persons under 17, N.Y.C., 1969-70, 1973-74, 1976-77*

Year	*Restricted-activity days*				*Bed-disability days*			
	#		*# per person per year*		*#*		*# per person per year*	
		R.S.E.		S.E.		R.S.E.		S.E.
1969-70	25,558,975	10.4%	12.0	1.3	11,611,442	15.5%	5.4	0.9
1973-74	17,494,595	12.6%	9.1	1.2	10,960,789	15.9%	5.7	0.9
1976-77	19,673,326	11.9%	10.2	1.3	10,763,981	16.1%	5.6	0.9

Source: National Center for Health Statistics, Health Interview Survey, special tabulations prepared at the request of the Foundation for Child Development.

Appendix Table 54 – *Restricted-activity and bed-disability days for persons under 17, by age and income, N.Y.C., 1976-77*

	Days per person per year			
	Restricted activity		Bed disability	
Age		S.E.		S.E.
Under 6	12.0	2.4	7.2	1.8
6-11	9.9	2.1	5.6	1.5
12-16	8.6	2.1	3.9*	1.4
Income				
Under $6,000	13.9	2.9	8.4	2.2
$ 6,000-$14,999	10.2	2.0	5.6	1.4
$15,000 and above	7.3	2.1	3.6*	1.4
Unknown and not reported	8.0*	3.9	3.4*	2.5

*Relative standard error is greater than 30%; data are unreliable due to small number of reporters.

Source: National Center for Health Statistics, Health Interview Survey, special tabulations prepared at the request of the Foundation for Child Development.

Appendix Table 55 – *Dental visits for persons 6 to 16, by income, N.Y.C., 1976-77*

	# of dental visits per person per year	
		S.E.
Total 6-16	2.2	0.3
Income		
Under $15,000	1.9	0.3
Under $6,000	2.6	0.7
$6,000-$14,999	1.5	0.4
$15,000 and above	3.2	0.7
Unknown and not reported	1.5*	0.9

*Relative standard error is greater than 30%; data are unreliable due to small number of reporters.

Source: National Center for Health Statistics, Health Interview Survey, special tabulations prepared at the request of the Foundation for Child Development.

Appendix Table 56 – *Doctor visits for persons under 17, by income, N.Y.C., 1976-77*

	# of doctor visits per person per year		% persons with 1 or more doctor visits within year	
		S.E.		S.E.
Total under 17	3.7	0.3	81.2%	9.9
Income				
Under $6,000	5.4	0.8	84.9	20.2
$ 6,000-$14,999	3.3	0.5	77.4	15.2
$15,000 and above	3.2	0.6	84.0	19.8
Unknown and not reported	1.6*	0.7	79.7*	34.8

*Relative standard error is greater than 30%; data are unreliable due to small number of reporters.

Source: National Center for Health Statistics, Health Interview Survey, special tabulations prepared at the request of the Foundation for Child Development.

Appendix Table 57 — *Doctor visits for persons under 17, by place of visit, N.Y.C., 1969-70 vs. 1976-77*

	1969-70		*1976-77*	
		S.E.		S.E.
Doctor's office*	44.5%	1.0	54.0%	1.1
Hospital	23.6	0.9	32.1	1.0
Telephone	12.3	0.7	5.0	0.5
Home	6.9	0.5	0.3 **	0.1
Other	12.7	0.7	8.2	0.6
Unknown	–	–	0.3 **	0.1

*Includes group practice and doctors' clinic.
**Relative standard error is greater than 30%; data are unreliable due to small number of reporters.

Source: National Center for Health Statistics, Health Interview Survey, special tabulations prepared at the request of the Foundation for Child Development.

Appendix Table 58 — *Doctor visits for persons under 17, by income and place of visit, N.Y.C., 1976-77*

	Income					
	Under $6,000		*$6,000-$14,999*		*$15,000 and above*	
		S.E.		S.E.		S.E.
Doctor's office*	36.4%	1.7	59.0%	1.8	74.9%	2.0
Hospital	47.2	1.8	31.5	1.7	9.0	1.3
Telephone	4.4	0.7	3.1	0.6	8.6	1.3
Home	–		–		1.3 **	0.5
Other	11.2	1.1	6.5	0.9	6.2	1.1

*Includes group practice and doctors' clinic.
**Relative standard error is greater than 30%; data are unreliable due to small number of reporters.

Source: National Center for Health Statistics, Health Interview Survey, special tabulations prepared at the request of the Foundation for Child Development.

Appendix Table 59 – ***Doctor visits at office vs. at hospital for persons under 17, by income, race, and Spanish origin, N.Y.C., 1976-77***

	Income					
	Under $6,000		*$6,000-$14,999*		*$15,000 and above*	
Percent at Doctor's office*		S.E.		S.E.		S.E.
Total	36.4%	1.7	59.0%	1.8	74.9%	2.0
Race**						
White	37.6%	2.1	67.6%	2.5	79.9%	2.1
Black	38.1	3.3	47.9	2.5	65.0	4.7
Origin						
Spanish	43.9%	2.3	48.9%	3.3	51.7%	5.5
All other	26.7	2.4	63.0	2.1	79.6	2.0
Percent at Hospital						
Total	47.2%	1.8	31.5%	1.7	9.0%	1.3
Race**						
White	49.6%	2.1	25.6%	2.3	3.8%	1.0
Black	34.0	3.2	39.4	2.5	15.4	3.6
Origin						
Spanish	46.4%	2.4	44.2%	3.3	36.9%	5.3
All other	48.2	2.7	26.4	1.9	3.4	0.9

*Includes group practice and doctors' clinic.
**Other racial groups are not shown separately.

Source: National Center for Health Statistics, Health Interview Survey, special tabulations prepared at the request of the Foundation for Child Development.

Appendix Table 60 – ***Health assistance or insurance coverage for persons under 18, by type of coverage and family income, N.Y.C., 1976***

			Income					
	Total		*Under $6,000*		*$6,000-$14,999*		*$15,000 and above*	
Total under 18	1,876,956		439,427		779,441		658,088	
Standard error	79,100		39,990		53,167		48,856	
Type of coverage**		S.E.		S.E.		S.E.		S.E.
Employer group plan	37.5%	2.2	1.9%*	1.3	29.6%	3.2	70.5%	3.5
Union group plan	17.7	1.7	3.1*	1.6	21.1	2.9	23.3	3.2
Individual plan	9.2	1.3	2.2*	1.4	9.4	2.0	13.5	2.6
Medicare	1.6*	0.6	3.7*	1.8	1.5*	0.8	0.2*	0.3
Medicaid	25.1	2.0	62.6	4.5	23.0	2.9	2.5*	1.2
CHAMPUS	1.1*	0.5	1.0*	0.9	0.4*	0.4	1.9*	1.0
Other private plan	2.0	0.6	0.6*	0.7	1.8*	0.9	3.2*	1.3
Source unknown	0.5*	0.3	–		–		1.3*	0.9
Percent covered	83.0	1.7	71.8	4.2	79.8	2.8	94.4	1.7
Percent not covered	17.0	1.7	28.2	4.2	20.2	2.8	5.6*	1.7

*Relative standard error is greater than 30%; data are unreliable due to small number of reporters.
**Persons may be covered by more than one plan; therefore, the sum of separate plan percentages may exceed the total covered.

Source: Foundation for Child Development analysis of 1976 Survey of Income and Education.

Appendix Table 61 – *Children enrolled in public and nonpublic schools, N.Y.C., 1969-70 to 1978-79*

	Public*	Nonpublic	Total
1969-70	1,123,165	419,628	1,542,793
1970-71	1,141,075	407,215	1,548,290
1971-72	1,146,460	395,382	1,541,842
1972-73	1,128,996	378,956	1,507,952
1973-74	1,106,861	358,687	1,465,548
1974-75	1,100,224	340,931	1,441,155
1975-76	1,099,004	340,827	1,439,831
1976-77	1,077,191	333,578	1,410,769
1977-78	1,036,243	324,071	1,360,314
1978-79	998,947	321,771	1,320,718
Percent change 1969-70 to 1978-79	– 11.1%	– 23.3%	– 14.4%

Note: Estimated public school enrollment for 1979-80 was 963,900.

*Does not include home instruction.

Source: Board of Education of the City of New York, Office of Educational Statistics, "Day Schools Register by Grade and School Group," 1969 to 1978;
N.Y. State Education Dept., Information Center on Education;
City of New York, *The Mayor's Management Report, Preliminary,* January 15, 1980.

Appendix Table 62 – *Students enrolled in public schools by level, N.Y.C., 1969-70 to 1978-79*

	Level					
Year	Early Childhood*	Elementary	Junior High & Intermediate	High School	Special**	Total
1969-70	100,198	502,391	224,554	273,553	22,469	1,123,165
1970-71	97,792	508,324	228,226	283,607	25,904	1,143,853
1971-72	93,517	508,679	225,090	294,872	26,910	1,149,068
1972-73	84,788	493,763	223,657	301,326	28,190	1,131,724
1973-74	76,689	477,981	222,018	302,701	29,763	1,109,452
1974-75	74,853	466,162	222,005	305,775	34,110	1,102,905
1975-76	70,134	457,459	223,268	312,322	37,704	1,100,887
1976-77	62,333	443,575	217,332	316,219	38,972	1,078,431
1977-78	55,729	420,095	210,817	309,215	41,722	1,037,578
1978-79	51,248	397,740	201,016	303,790	47,336	1,001,130
Percent change 1969-70 to 1978-79	– 48.9%	– 20.8%	– 10.5%	+ 11.1%	+ 110.7%	– 10.9%

*Prekindergarten and kindergarten.
**Includes students from all levels in special schools and classes and home instruction.

Source: Board of Education of the City of New York, Office of Educational Statistics, "Day Schools Register by Grade and School Group," 1969 to 1978.

Appendix Table 63 – *Students enrolled in public and nonpublic schools, by ethnicity, N.Y.C., 1969-70 to 1978-79*

		Ethnicity			
Year	Total enrolled	White	Black	Hispanic	Asian & Other
Public					
1969-70	1,123,165	39.8%	33.6%	25.2%	1.5%
1970-71	1,141,075	37.8	34.4	26.2	1.6
1971-72	1,146,460	36.4	35.1	26.9	1.7
1972-73	1,128,996	35.2	36.0	26.9	1.8
1973-74	1,106,861	34.3	36.6	27.0	2.0
1974-75	1,100,224	33.2	36.6	28.0	2.2
1975-76	1,099,004	32.1	37.3	28.3	2.3
1976-77	1,077,191	30.5	37.9	29.0	2.6
1977-78	1,036,243	29.5	38.1	29.4	3.0
1978-79	998,947	28.7	38.5	29.5	3.3
Nonpublic					
1969-70	419,628	81.3%	7.3%	10.7%	0.7%
1970-71	407,215	80.0	7.9	11.4	0.7
1971-72	395,382	79.0	8.3	11.9	0.8
1972-73	378,956	77.6	9.1	12.4	0.9
1973-74	358,687	76.8	9.5	12.7	1.0
1974-75	340,931	75.5	10.0	13.3	1.2
1975-76	340,827	74.0	11.1	13.5	1.4
1976-77	333,578	72.1	12.0	14.3	1.6
1977-78	324,071	70.2	13.1	14.5	2.1
1978-79	321,771	68.4	14.2	14.9	2.5

Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual Pupil Ethnic Census," 1970 to 1978;
N.Y. State Education Dept., Information Center on Education.

Appendix Table 64 – *Nonpublic school students as a percent of all students, by ethnicity, N.Y.C., 1969-70 to 1978-79*

		Ethnicity			
Year	Total	White	Black	Hispanic	Asian & Other
1969-70	27.2%	43.3%	7.5%	13.7%	15.5%
1970-71	26.3	43.0	7.5	13.4	14.0
1971-72	25.6	42.8	7.6	13.3	13.4
1972-73	25.1	42.5	7.8	13.4	14.1
1973-74	24.5	42.0	7.7	13.2	13.8
1974-75	23.7	41.3	7.8	12.8	15.0
1975-76	23.7	41.7	8.4	12.9	16.0
1976-77	23.6	42.3	8.9	13.2	16.3
1977-78	23.8	42.6	9.7	13.4	18.3
1978-79	24.4	43.4	10.6	14.0	19.5

Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual Pupil Ethnic Census," 1970 to 1978;
N.Y. State Education Dept., Information Center on Education.

Appendix Table 65 – *Children eligible for free meals, N.Y.C. public schools, 1968-69 and 1973-74 to 1978-79*

Year	*Eligible for free meals* *Number*	*Eligible for free meals* *Percent of register*
1968-69	311,772	27.8%
...		
1973-74	534,006	48.2
1974-75	579,707	52.7
1975-76	579,442	52.7
1976-77*	567,406	54.7
1977-78	564,064	54.4
1978-79	563,882	56.4

*Excludes register and eligibility figures for special education and prekindergarten.

Source: N.Y.C. Office of the Mayor, Bureau of the Budget, "State of the Schools Indicators," January 1975;
Board of Education of the City of New York, Office of Educational Statistics and Office of School Food Services.

Appendix Table 66 – *Transfers among public elementary and junior high schools, by district, N.Y.C., 1977-78*

School district	1977-78 Register	Inter-district transfers			Intra-district transfers	Total mobility	
		Transfer in	Transfer out	Net change		#	%
1	12,718	738	968	− 230	982	2,688	21.1%
2	20,386	1,085	1,209	− 124	585	2,879	14.1
3	15,396	905	1,405	− 500	602	2,912	18.9
4	14,858	878	934	− 56	935	2,747	18.5
5	15,599	919	1,340	− 421	629	2,888	18.5
6	18,989	1,646	1,240	+ 406	1,049	3,935	20.7
Total Manhattan	97,946	6,171	7,096	− 925	4,782	18,049	18.4
7	18,049	1,781	2,238	− 457	1,154	5,173	28.7
8	25,442	2,265	2,550	− 285	1,032	5,847	23.0
9	35,183	4,174	5,384	− 1,210	2,918	12,476	35.5
10	31,186	4,382	3,220	+ 1,162	2,289	9,891	31.7
11	23,190	2,011	1,235	+ 776	1,119	4,365	18.8
12	18,656	2,183	3,060	− 877	963	6,206	33.3
Total Bronx	151,706	16,796	17,687	− 891	9,475	43,958	29.0
13	19,187	2,187	2,606	− 419	860	5,653	29.5
14	21,542	1,503	2,008	− 505	1,188	4,699	21.8
15	23,295	1,849	2,190	− 341	1,417	5,456	23.4
16	13,557	1,458	2,186	− 728	491	4,135	30.5
17	27,483	3,478	3,602	− 124	1,727	8,807	32.0
18	18,666	1,504	1,421	+ 83	669	3,594	19.3
19	26,407	2,894	2,613*	+ 281	1,989	7,496	28.4
20	24,336	1,990	1,896	+ 94	1,046	4,932	20.3
21	23,591	1,712	1,506	+ 206	1,251	4,469	18.9
22	24,790	2,210	1,592	+ 618	958	4,760	19.2
23	15,196	1,851	2,391	− 540	789	5,031	33.1
32	17,690	1,805	2,696	− 891	1,573	6,074	34.3
Total Brooklyn	255,740	24,441	26,707	− 2,266	13,958	65,106	25.5
24	25,826	2,120	1,674	+ 446	975	4,769	18.5
25	23,097	1,389	1,075	+ 314	835	3,299	14.3
26	14,703	991	552	+ 439	351	1,894	12.9
27	29,964	2,435	1,628	+ 807	1,636	5,699	19.0
28	22,617	2,482	2,039	+ 443	881	5,402	23.9
29	24,674	2,368	1,926	+ 442	1,189	5,483	22.2
30	23,848	1,658	1,379	+ 279	1,078	4,115	17.3
Total Queens	164,729	13,443	10,273	+ 3,170	6,945	30,661	18.6
31 (Staten Island)	38,790	1,341	429	+ 912	2,512	4,282	11.0
Total districts	708,911	62,192	62,192	-0-	37,672	99,864	14.1

Source: Board of Education of the City of New York, Office of Educational Statistics, "Day Schools Register by Grade and School Group," 1977; and Bureau of Attendance, unpublished data.

Appendix Table 67 – *Mobility rate, reading achievement, attendance, crime and suspension rates for public elementary and junior high schools, by district, N.Y.C., 1977-78*

School district	Mobility rate	Reading At/Above grade	 Below 2+ yrs.	Attendance rate	Crime rate	Suspension rate
1	21.1	27.6%	23.7%	84.1	4.5	3.5
2	14.1	53.7	9.9	89.3	1.5	1.6
3	18.9	27.6	35.7	85.0	5.5	1.1
4	18.5	25.9	25.6	84.9	2.2	0.9
5	18.5	32.6	18.9	85.0	1.5	1.0
6	20.7	27.7	14.0	87.4	1.8	1.3
7	28.7	23.9	21.5	85.3	3.4	0.8
8	23.0	35.1	16.9	84.9	4.7	3.3
9	35.5	24.5	19.0	82.6	5.0	2.5
10	36.7	34.7	14.9	84.6	2.0	4.9
11	18.8	52.7	9.7	89.0	3.9	3.1
12	33.3	25.4	17.4	84.0	2.4	1.8
13	29.5	31.7	18.9	85.3	3.4	1.5
14	21.8	29.2	16.9	85.1	0.9	4.0
15	23.4	33.6	15.8	86.0	2.5	1.3
16	30.5	33.9	17.9	83.8	3.1	3.3
17	32.0	38.1	16.7	85.6	3.7	4.2
18	19.3	54.0	11.0	89.2	1.4	4.2
19	28.4	29.4	18.8	85.6	4.0	3.5
20	20.3	52.9	9.3	86.4	1.4	3.9
21	18.9	53.1	8.9	86.0	3.4	6.6
22	19.2	63.3	6.5	88.1	1.0	2.2
23	33.1	23.1	23.4	82.9	11.5	4.3
32	34.3	26.8	19.6	84.2	3.1	3.2
24	18.5	51.8	8.7	88.5	1.0	1.5
25	14.3	67.6	4.0	90.6	0.6	1.4
26	12.9	73.8	3.4	90.9	1.3	1.8
27	19.0	47.5	12.3	86.8	2.4	4.5
28	23.9	50.7	10.3	87.7	2.9	4.0
29	22.2	51.7	9.6	89.6	1.8	2.3
30	17.3	52.2	7.3	88.6	1.4	2.8
31	11.0	67.6	5.5	89.6	1.5	1.3
Total districts	14.1	43.0	13.5	86.8	2.7	2.8

Note: Mobility, attendance and suspension rates are calculated per 100 enrolled students; crime rate is calculated per 1,000 enrolled students.

Source: Board of Education of the City of New York: Office of Educational Statistics, "Day Schools Register by Grade and School Group," 1977; Bureau of Attendance, unpublished data; Office of Educational Evaluation, "Pupil Reading Achievement in New York City," March 1978; United Federation of Teachers, "Annual Report of the School Safety Committee for the 1977-78 School Year," August 1978;
Susanna Doyle, "New York City School Suspensions," *The Advocate*, September 1979.

Appendix Table 68 – *Sixth-graders reading below minimum competency, N.Y.C. public schools, 1970-71 to 1978-79*

Year	*Percent below minimum competency**
1970-71	50.2%
1971-72	48.3
1972-73	48.3
1973-74	50.7
1974-75	50.2
1975-76	51.4
1976-77	49.7
1977-78	48.5
1978-79	44.5

*Based on results of N.Y. State Pupil Evaluation Program (PEP) tests.

Source: N.Y.C. Office of the Mayor, Bureau of the Budget, "State of the Schools Indicators;" City of New York, *The Mayor's Management Report, Supplement,* August 20, 1979.

Appendix Table 69 – *Reading and mathematics competency levels in grades 3 and 6, N.Y.C. public schools, fall 1978*

	Grade 3		*Grade 6*	
	Number	*Percent*	*Number*	*Percent*
Reading				
Number tested	62,999	100.0%	60,203	100.0%
Scoring:				
Above level 6	9,075	14.4%	5,582	9.3%
Levels 4-6	36,149	57.4	29,458	48.9
Below level 4	17,775	28.2	25,163	41.8
Mathematics				
Number tested	61,155	100.0%	60,645	100.0%
Scoring:				
Above level 6	7,568	12.4%	4,990	8.2%
Levels 4-6	37,573	61.4	25,702	42.4
Below level 4	16,014	26.2	29,953	49.4

Note: Results of N.Y. State Pupil Evaluation Program (PEP) tests. Level 4, now called the "reference point," is the level considered an indication of minimum competence.

Source: N.Y. State Education Dept., Information Center on Education, "New York State Pupil Evaluation Program, Public School System Population Control Report," fall 1978.

Appendix Table 70 – *Authorized teaching positions, teachers on October payroll, and pupil/teacher ratio, N.Y.C. public schools, 1970-71 to 1977-78*

	Teachers		
Year	*Authorized positions*	*October payroll*	*Pupil/teacher ratio**
1970-71	58,787	–	19.4
1971-72	55,846	–	20.5
1972-73	55,452	–	20.4
1973-74	59,060	–	18.7
1974-75	61,144	–	18.0
1975-76	48,677	50,901	22.6
1976-77	46,844	48,829	23.0
1977-78	45,763	48,078	22.6

Note: The number of authorized teaching positions in 1979-80 was 50,560. This figure includes those on terminal and sabbatical leave.

*October register divided by number of authorized teaching positions.

Source: N.Y.C. Office of the Mayor, Bureau of the Budget, "State of the Schools Indicators"; Board of Education of the City of New York, Office of Educational Statistics, "Day Schools Register by Grade and School Group;" and Division of Personnel, unpublished data.

Appendix Table 71 – *Average class size, by grade, N.Y.C. public schools, 1975-76 to 1978-79*

Grade	*1975-76*	*1976-77*	*1977-78*	*1978-79*	*(Plan) 1979-80*
Kindergarten	24.1	26.2	23.7	23.6	23.6
1	29.0	31.2	30.0	24.8	27.0
2	28.3	30.2	30.0	28.0	29.0
3	28.9	30.4	30.1	28.6	29.4
4	28.9	30.7	30.4	29.8	30.0
5	28.9	30.7	30.3	29.9	30.1
6	29.9	30.8	30.4	29.6	30.0
7	31.1	31.4	30.5	29.8	30.2
8	31.5	31.3	30.9	30.4	30.6
9	NA	NA	32.5	30.2	30.2
10, 11, 12	NA	NA	34.0	32.3	32.3

Note: Average class size is determined by dividing the number of students on the October register by the number of classes. Students enrolled in Special Progress classes are not included.

Source: Board of Education of the City of New York, *School Profiles*, 1975-76 and 1976-77; City of New York, *The Mayor's Management Report, Supplement*, August 20, 1979, and *Preliminary*, January 15, 1980.

Appendix Table 72 – *Classroom teachers by certification and degree status, experience, ethnicity, and age, N.Y.C. public schools, 1973-74 vs. 1978-79*

	1973-74	*1978-79**
Certification status		
None	4.1%	1.7%
Provisional	4.7	2.2
N.Y.C. substitute	8.8	3.8
N.Y.C. probationary	19.7	7.1
Permanent	62.7	85.1
Degree status		
Less than Bachelor's	2.5%	1.7%
Bachelor's	23.8	7.7
Bachelor's + 30 hours	22.3	18.2
Master's	23.7	28.0
Master's + 30 hours	27.0	43.4
Doctorate	0.7	1.0
Total educational experience		
1-5 years	30.8%	11.4%
6-10 years	31.4	27.1
11-15 years	17.1	30.1
16-20 years	10.8	16.6
21 years or more	9.9	14.7
Ethnicity		
Black	9.3%	10.6%
Hispanic	2.5	4.8
Asian	0.5	0.6
American Indian	< 0.1	0.1
White	87.6	84.0
Age		
18-25	10.9%	2.1%
26-32	35.7	27.2
33-40	15.6	27.5
41-48	15.6	18.0
49-56	12.5	16.4
57-64	8.0	7.6
65 or older	1.7	1.2

*Ethnicity data are for the year 1977-78.

Source: N.Y. State Education Dept., Information Center on Education, unpublished data, and "Selected Data on Public School Professional Personnel," June 1979.

Appendix Table 73 – *Ethnic distribution of students and teachers, N.Y.C. public schools, 1977-78*

	Students	*Teachers*
Black	38.1%	10.6%
Hispanic	29.4	4.8
Asian	2.9	0.6
American Indian	under 0.05	0.1
White	29.5	84.0
Total	1,036,243	48,813

Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual Pupil Ethnic Census," 1977;
N.Y. State Education Dept., Information Center on Education, "Public School Staff by School and District," 1977-78.

Appendix Table 74 – Degree of English language difficulty for students whose primary language was not English, by language of child, N.Y.C. public schools, spring 1979

Language group	Total* tested	Degree of English language difficulty No difficulty	Moderate difficulty	Severe difficulty
Spanish	84,835	27,365	12,566	41,497
Chinese	4,148	1,268	585	2,135
Italian	3,104	1,269	545	1,188
French	2,727	665	404	1,524
Greek	1,617	663	247	667
Other	7,778	2,844	1,113	3,511
Language not coded	3,726	1,247	447	1,365
Total	107,935	35,321	15,907	51,887

Note: Based on results of Language Assessment Battery (LAB) tests.

*Includes 4,820 pupils not categorized by degree of English language difficulty because grade was not coded. Without grade information, raw scores could not be converted into percentiles.

Source: Board of Education of the City of New York, Office of Educational Statistics, LAB Unit.

Appendix Table 75 – Children enrolled in special schools and classes, by type of handicap, N.Y.C. public schools, 1970-71 to 1978-79

Year	Total	Handicap Physical	Mental	Multi	Emotional	Special School*	Pregnant Girls	Home Instruction
Number								
1970-71	25,904	5,044	12,336	–	–	5,746	–	2,778
1971-72	26,910	5,082	12,895	–	–	6,325	–	2,608
1972-73	28,190	5,414	12,819	–	–	7,229	–	2,728
1973-74	29,763	6,220	12,126	277	1,250	7,299	–	2,591
1974-75	34,110	7,169	12,153	1,384	9,852	871	–	2,681
1975-76	37,704	8,398	11,972	2,196	12,237	–	1,018	1,883
1976-77	38,972	9,251	11,644	3,407	13,029	–	401	1,240
1977-78	41,722	10,928	10,952	4,276	13,474	–	757	1,335
1978-79	47,336	13,008	10,485	6,781	14,196	–	683	2,183
Percent								
1970-71	100.0%	19.5%	47.6%	–	–	22.2%	–	10.7%
. . .								
1973-74	100.0	20.9	40.7	0.9%	4.2%	24.5	–	8.7
. . .								
1978-79	100.0	27.5	22.2	14.3	30.0	–	1.4%	4.6

*Includes schools for continuing education.

Source: Board of Education of the City of New York, Office of Educational Statistics, "Day School Register by Grade and School Group," 1970 to 1978.

Appendix Table 76 – *Placement in special schools and classes, by ethnicity and type of handicap, N.Y.C. public schools, 1978-79*

	Ethnicity				
	White	*Black*	*Hispanic*	*Other*	*Total*
Total enrollment	286,518	384,735	294,792	32,902	998,947
Placement rate per 1,000					
Total special schools and classes	36.2	53.1	45.2	9.8	44.5
Physically handicapped	14.5	12.4	13.4	3.1	13.0
Mentally handicapped	7.3	12.7	11.6	3.2	10.5
Emotionally handicapped	9.5	20.3	12.3	1.4	14.2
Multiply-handicapped	5.0	7.7	7.9	2.1	6.8

Source: Board of Education of the City of New York, Metropolitan Educational Laboratory, "Annual Pupil Ethnic Census," 1978.

Appendix Table 77 – *Student attendance rates by school level, N.Y.C. public schools, 1970-71 to 1978-79*

				High School			
Year	*Total*	*Elementary*	*Junior High School*	*Academic*	*Vocational*	*Independent alternative*	*Special School*
1970-71	83.7%	87.4%	83.9%	74.2%	80.3%	–	82.7%
1971-72	83.4	87.8	83.8	72.7	78.6	–	79.3
1972-73	83.4	87.7	84.1	73.5	79.0	–	77.4
1973-74	82.3	86.5	83.2	72.6	78.6	–	75.0
1974-75	83.7	88.3	85.2	73.4	79.5	–	72.1
1975-76*	82.4	87.1	83.8	72.6	78.0	–	70.6
1976-77	82.6	87.5	83.9	73.5	77.8	70.5%	72.6
1977-78	83.4	87.6	84.3	76.5	80.4	72.5	71.7
1978-79	84.2	88.2	84.9	77.6	82.3	68.9	66.7

*Does not include five strike days in September 1975.

Source: Board of Education of the City of New York, Office of Educational Statistics, unpublished data, and "Report on Pupil Attendance."

Appendix Table 78 – *Estimated absence rates, by school level and ethnicity, N.Y.C. public schools, 1977-78*

	Level			
Ethnicity	*Elementary*	*Junior High School*	*High School*	*Total**
Black	13.0%	16.2%	24.4%	17.3%
American Indian	12.3	15.3	21.7	16.3
Asian	10.9	14.5	23.4	15.0
Puerto Rican	13.7	16.8	24.9	17.3
Other Hispanic	12.0	15.2	23.3	15.7
White	10.8	14.4	22.4	15.5
Total	12.5%	15.7%	23.8%	16.6%

Note: Absence rates were estimated by calculating the number of children absent in each ethnic group for each district, using the overall absence rate for the district, then summing across districts and dividing by overall ethnic enrollment.

*Does not include special schools.

Source: Board of Education of the City of New York, Bureau of Attendance, "Report on Pupil Attendance," 1977-78; and Office of Educational Statistics, "Annual Pupil Ethnic Census," 1977.

Appendix Table 79 – *Reported school crime incidents by school level, N.Y.C. public schools, 1973-74 to 1978-79*

	Total		Level			
			Elementary & Junior High School		High School	
	Number	Rate	Number	Rate	Number	Rate
1973-74	4,166	3.8	–	–	–	–
1974-75	6,817	6.2	–	–	–	-
1975-76	10,896	9.9	4,233	5.5	6,663	21.1
1976-77	11,472	10.6	3,632	4.9	7,840	24.5
1977-78	12,140	11.7	3,969	5.6	8,171	26.0
1978-79	15,312	15.3	4,202	6.2	11,110	35.8

Note: Rate is calculated per 1,000 enrollment.

Source: Board of Education of the City of New York, Office of School Safety.

Appendix Table 80 – *Reported school crime, by type of incident and school level, N.Y.C. public schools, 1978-79*

	Total		Level			
			Elementary/ Junior High School		High School	
Incidents	#	%	#	%	#	%
Assault	1,856	12.1%	1,043	24.8%	813	7.3%
Harassment	2,226	14.5	997	23.7	1,229	11.1
Robbery	1,097	7.2	300	7.1	797	7.2
Larceny	4,201	27.4	450	10.7	3,751	33.8
Sex offense	68	0.4	38	0.9	30	0.3
Trespassing	1,650	10.8	287	6.8	1,363	12.3
Narcotics	782	5.1	68	1.6	714	6.4
Weapon possession	317	2.1	116	2.8	201	1.8
Disorderly conduct	1,243	8.1	330	7.9	913	8.2
Reckless endangerment	224	1.5	86	2.0	138	1.2
Criminal mischief	570	3.7	158	3.8	412	3.7
Fire	379	2.5	155	3.7	224	2.0
Bomb threat	326	2.1	136	3.2	190	1.7
Other	373	2.4	38	0.9	335	3.0
Total	15,312	100.0%	4,202	100.0%	11,110	100.0%

Fire includes suspicious fire and arson. Other includes gang fight, extortion, demonstration, and other.

Source: Board of Education of the City of New York, Office of School Safety.

Appendix Table 81 – *Victims of reported school crime, by identity and school level, N.Y.C. public schools, 1978-79*

	Total		Level			
			Elementary/ Junior High School		High School	
Victim	#	%	#	%	#	%
Student	5,217	54.3%	822	27.7%	4,395	66.3%
Teacher	3,445	35.9	1,833	61.7	1,312	24.3
School Security officer	493	5.1	75	2.5	418	6.3
Other	449	4.7	241	8.1	208	3.1
Total	9,604	100.0%	2,971	100.0%	6,633	100.0%

Source: Board of Education of the City of New York, Office of School Safety.

Appendix Table 82 – ***Perpetrators in reported school crime incidents, by identity and type of crime, N.Y.C. public schools, 1978-79***

		Perpetrators		
	Total	*Unknown*	*Students**	*Others*
Assault	2,273	21.9%	71.1%	7.1%
Harassment	2,693	20.7	66.7	12.6
Robbery	1,645	60.1	31.5	8.4
Larceny	4,273	91.1	8.4	0.5
Sex offense	107	27.1	51.4	21.5
Trespass	2,083	2.3	68.4	29.3
Narcotics	941	0.2	96.3	3.5
Weapon possession	379	8.2	90.2	1.6
Disorderly conduct	3,761	14.2	83.5	2.3
Reckless endangerment	255	63.1	34.5	2.4
Criminal mischief	614	67.8	30.1	2.1
Fire	394	83.2	16.5	0.3
Bomb threat	326	100.0	0.0	0.0
Other	1,028	2.6	95.4	1.9
Total	20,772	37.7%	55.2%	7.0%
Elementary/Junior High	5,621	29.6	58.8	11.6
High School	15,151	40.7	53.9	5.3

Note: Fire includes suspicious fire and arson. Other includes gang fight, extortion, demonstration, and other.

*83.9% of perpetrators known to be students were enrolled in the school where the reported incident occurred; 16.1% were enrolled in other schools.

Source: Board of Education of the City of New York, Office of School Safety.

Appendix Table 83 – ***School actions against student perpetrators in reported school crime, by type of incident, N.Y.C. public schools, 1978-79***

		School action		
		Suspensions		
	Student perpetrators	*#*	*%*	*Transfers*
Assault	1,505	686	45.6%	35
Harassment	1,695	704	41.5	19
Robbery	453	122	26.9	5
Larceny	334	102	30.5	5
Sex offense	54	20	37.0	0
Narcotics	885	374	42.3	5
Weapon possession	331	147	44.4	3
Disorderly conduct	3,081	729	23.7	4
Reckless endangerment	84	35	41.7	2
Criminal mischief	168	62	36.9	4
Fire	64	37	57.8	0
Other	974	162	16.6	1
Total	9,628	3,180	33.0%	83
Elementary/Junior High	2,726	1,127	41.3	47
High School	6,902	2,053	29.7	36

Note: Fire includes suspicious fire and arson. Other includes trespassing, gang fight, extortion, demonstration, bomb threat, and other.

Source: Board of Education of the City of New York, Office of School Safety.

Appendix Table 84 – *Student suspensions by school level, N.Y.C. public schools, 1969-70, 1974-75, 1976-77 to 1978-79*

School year	Total	Level Elementary/ Junior High School*	 High School
Suspensions			
1969-70	14,351	13,010	1,341
...			
1974-75	23,921	19,232	4,689
...			
1976-77	27,276	19,733	7,543
1977-78	28,223	20,931	7,292
1978-79**	29,794	19,956	9,838
Rate per 1,000			
1969-70	12.8	15.5	4.9
...			
1974-75	21.7	24.6	15.2
...			
1976-77	25.3	26.5	23.6
1977-78	27.2	29.5	23.2
1978-79**	29.8	29.5	31.7

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*Includes a small number of suspended students from special schools.

**Annual projection based on data for September 1978 to January 1979.

Source: Advocates for Children of New York, unpublished data from the Board of Education of the City of New York;
Board of Education of the City of New York, Office of Educational Statistics, "Annual Pupil Ethnic Census," 1970 to 1978.

Appendix Table 85 – *Student suspension rate by ethnicity and school level, N.Y.C. public schools, September 1978-January 1979*

Ethnicity	Enrollment as of October 1978 #	 %	Suspensions #	 %	Rate per 1,000 students
Elementary/Junior High School					
Black	254,018	37.6%	5,881	60.1%	23.1
Hispanic	212,723	31.5	2,562	26.2	12.0
White	185,010	27.4	1,306	13.3	7.1
Asian	23,412	3.5	33	0.3	1.4
American Indian	311	∠0.05	1	∠0.05	3.2
Total*	675,474	100.0%	9,978	100.0%	14.8
High School					
Black	123,806	39.9	3,178	64.6	25.7
Hispanic	78,131	25.2	932	18.9	11.9
White	98,973	31.9	794	16.1	8.0
Asian	8,857	2.9	15	0.3	1.7
American Indian	210	0.1	-0-	-0-	NA
Total	309,977	100.0%	4,919	100.0%	15.9

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*Includes data for Queens SD26 which refused to provide information on the ethnicity of suspended students. Percentages are based on 9,783 students for whom ethnicity was known.

Source: Board of Education of the City of New York, Metropolitan Educational Laboratory, "Annual Pupil Ethnic Census," 1978, Table 1;
Advocates for Children of New York, unpublished data from the Board of Education of the City of New York.

Appendix Table 86 – *Student suspensions, by reason and ethnicity, N.Y.C. public high schools, September 1978 – January 1979*

Reason	*Ethnicity* *Hispanic*	 *Black*	 *White*	*Total**
Possession of a dangerous weapon	2.9%	3.6%	2.0%	3.2%
Physical assault	5.5	8.1	4.7	7.1
Extortion	0.2	0.8	-0-	0.5
Molesting	0.9	0.6	0.8	0.7
Fighting	26.3	23.1	35.8	25.7
Vandalism	3.8	2.1	2.5	2.5
Theft	3.8	5.1	1.6	4.3
Drugs (selling)	-0-	0.3	0.5	0.3
Use and/or possession of alcohol	2.8	1.5	2.0	1.8
Use and/or possession of illegal drugs	14.1	11.9	14.2	12.7
Forgery	0.4	0.5	0.6	0.5
Gambling	0.1	0.3	0.1	0.3
In-classroom disruption	6.8	7.8	6.2	7.3
Out-of-classroom disruption	16.4	15.8	8.2	14.6
Cutting	10.0	9.6	9.7	9.7
Truancy**	0.3	0.3	1.1	0.4
Smoking**	0.6	0.8	2.0	1.0
Poor academic behavior**	-0-	0.1	-0-	-0-
Other	5.3	7.7	7.9	7.3
Total	100.0%	100.0%	100.0%	100.0%
Number	932	3,178	794	4,919

*Includes 15 Asians, not reported separately.

**Truancy, smoking tobacco, and poor academic behavior are not suspendable offenses in the N.Y.C. public school system.

Source: Advocates for Children of New York, unpublished data from the Board of Education of the City of New York.

Appendix Table 87 – *Dropouts from N.Y.C. public high schools by reason, 1965-66 to 1977-78*

School year	Dropouts* Employment certificate full-time	Over 17 years	Married	Not found	Total	Annual dropout rate**	Estimated*** 4 year rate
1965-66	10,170	17,341	572	1,610	29,693	11.64	39.0
1966-67	11,917	17,113	495	2,071	31,596	11.90	39.8
1967-68	9,885	18,560	436	2,155	31,036	11.39	38.4
1968-69	10,459	21,384	467	2,556	34,866	12.63	41.7
1969-70	9,711	22,898	386	3,055	36,050	13.11	43.0
1970-71	7,324	22,965	386	2,686	33,361	11.70	39.2
1971-72	6,021	25,143	421	2,589	34,174	11.52	38.7
1972-73	5,668	26,112	289	3,663	35,732	11.79	39.5
1973-74	5,303	28,875	240	4,007	38,425	12.62	41.7
1974-75	3,863	32,849	237	3,704	40,653	13.20	43.2
1975-76	3,085	30,907	168	3,306	37,466	11.88	39.7
1976-77	NA	NA	NA	NA	NA	NA	NA
1977-78	1,343	40,354	108	3,238	45,043	14.37	46.2

*Dropouts are defined as pupils leaving school prior to graduation who: are 16 and 17 years of age and have received full-time employment certificates; are over 17 years of age and have left with parental permission; left because of marriage; or were not found.

**Number of dropouts per 100 high school students, based on register as of October 31.

***Calculations were based on the procedure described in *The Dropout Report*. If the annual dropout rate is 14.37%, after four years there will be $(1 - .1437)^4$ students remaining, or $1 - (1 - .1437)^4$ students will have dropped out.

Source: Board of Education of the City of New York, Bureau of Attendance, unpublished data, and *The Dropout Report*, October 1979.

Appendix Table 88 – *Graduates and dropouts from the N.Y.C. public high schools, classes of 1966 to 1979*

Graduating class of	9th grade enrollment 4 years earlier	Graduates* Number	Graduates* Percent	Dropouts Number	Dropouts Percent
1966	75,802	50,029	66.0%	25,773	34.0%
1967	83,828	53,734	64.1	30,094	35.9
1968	84,487	53,893	63.8	30,594	36.2
1969	88,051	53,447	60.7	34,604	39.3
1970	87,477	49,898	57.0	37,579	43.0
1971	89,469	50,306	56.2	39,163	43.8
1972	92,311	51,588	55.9	40,723	44.1
1973	93,205	52,321	56.1	40,884	43.9
1974	99,503	52,371	52.6	47,132	47.4
1975	101,040	50,798	50.3	50,242	49.7
1976	103,232	51,204	49.6	52,028	50.4
1977	101,980	49,063	48.1	52,917	51.9
1978	103,050	47,986	46.6	55,064	53.4
1979	104,629	48,014	45.9	56,615	54.1

Note: Figures in the table are from the Board of Education. The number of students transferring to schools outside the system is slightly below the number entering after the 9th grade. Neither group is included in these figures.

*Includes a number of students who, through academic failure, require an additional year to complete their high school work. Board of Education sources indicate that this number remains relatively constant from year to year.

Source: Women's City Club, Inc., "It's 10 A.M.: Do you know where your children are?," March 197[illegible]; Advocates for Children of New York, unpublished data.

Appendix Table 89 – ***Yearly enrollment for the class of 1979 by ethnicity, N.Y.C. public schools, 1976-77 to 1978-79***

	Total*	Ethnicity			
		White	*Black*	*Hispanic*	*Asian*
Class of 1979					
10th grade – 1976	106,052	35,060	40,202	28,184	2,540
11th grade – 1977	76,062	29,129	27,239	17,320	2,316
12th grade -- 1978	55,318	22,825	18,968	11,355	2,119
Percent loss	–47.8%	–34.9%	-52.8%	–59.7%	–16.6%

*Includes other ethnic groups not listed separately.

Source: Board of Education of the City of New York, Office of Educational Statistics, "Annual Pupil Ethnic Census," 1976 to 1978.

Appendix Table 90 – ***Students scoring below minimum competency levels in reading and writing, 8th, 9th and 10th grades, N.Y.C. public schools, April 1979***

	Reading		Writing	
Grade	*Number tested*	*% below minimum competency*	*Number tested*	*% below minimum competency*
8th grade	64,590	24.9%	60,985	38.9%
9th grade	72,774	18.0	67,486	40.2
10th grade	55,377	12.9	50,379	40.2

Note: Based on results of Preliminary Competency Tests.

Source: Memorandum from Chancellor Frank J. Macchiarola to members of the Board of Education, "Summary of City-wide Results on New York State Competency Tests," September 7, 1979, Tables 3 and 4.

Appendix Table 91 – ***Scholastic Aptitude Test, average scores, N.Y.C. vs. U.S., 1972-73 to 1978-79***

	New York City			United States	
Year	*# taking test*	*Verbal*	*Math*	*Verbal*	*Math*
1972-73	21,584	422	467	445	481
1973-74	19,868	424	465	444	480
1974-75	18,352	411	456	434	472
1975-76	18,670	407	451	431	472
1976-77	18,045	401	445	429	470
1977-78	21,399	389	426	429	468
1978-79	21,092	382	425	427	467

Note: N.Y.C. data are for public schools only.

Source: Board of Education of the City of New York, High School Division, "College Board ATP Summary Reports," 1972-73 to 1978-79.

Appendix Table 92 – ***College Board Achievement Test, average scores by subject, N.Y.C. vs. U.S., 1978-79***

	N.Y.C.	*U.S.*
Chemistry	604	577
Biology	591	544
Spanish	588	544
Physics	589	591
Math Level I	576	541
English Composition	493	512
American History	509	496

Note: N.Y.C. data are for public schools only.

Source: Board of Education of the City of New York, High School Division, "College Board ATP Summary Reports," 1978-79.

Appendix Table 93 – ***N.Y.C. children in state developmental centers, by age and severity of retardation, December 31, 1974 vs. March 31, 1979***

	December 31, 1974		*March 31, 1979*	
Total under 16	1,317	100.0%	248*	100.0%
Age				
Under 5	11	0.8%	2	0.8%
5-12	811	61.6	90	36.3
13-15	495	37.6	156	62.9
Severity				
Borderline/not retarded	19	1.4%	2	0.8%
Mild	28	2.1	7	2.8
Moderate	98	7.4	17	6.9
Severe	421	32.0	51	20.6
Profound	690	52.4	148	59.7
Unspecified	61	4.6	23	9.3

*As of March 31, 1979, there were 187 N.Y.C. 16- and 17-year-olds in state developmental centers. Of these, 23.5% were classified as severely retarded and 60.4% as profoundly retarded.

Source: N.Y. State Office of Mental Health, Bureau of Statistical Analysis.

Appendix Table 94 – ***N.Y.C. children on family care from state developmental centers and in residential treatment centers, by age and severity of retardation, March 31, 1979***

	Family care				*Residential treatment centers*			
		Age				*Age*		
	Total	*Under 5*	*5-12*	*13-17*	*Total*	*Under 5*	*5-12*	*13-17*
Total Under 18	229	5	78	146	461	10	196	255
Severity								
Borderline/ not retarded	4	0	0	4	5	0	0	5
Mild	27	0	7	20	9	1	3	5
Moderate	66	2	20	44	20	0	5	15
Severe	78	0	26	52	80	0	27	53
Profound	30	0	9	21	251	0	77	174
Unspecified	24	3	16	5	96	9	84	3

Source: N.Y. State Office of Mental Health, Bureau of Statistical Analysis.

Appendix Table 95 – ***N.Y.C. children in state and children's psychiatric centers, 1970, 1974, 1978, 1979***

	Under 16			*Under 18*		
*Year**	*Admissions*	*Discharges & placements*	*Residents*	*Admissions*	*Discharges & placements*	*Residents*
1970	1,027	975	1,152	NA	NA	NA
1974	392	372	560	690	654	713
1978	264	246	269	498	485	407
1979	NA	NA	NA	469	465	340

*Admission and discharge data are for fiscal year ending March 31; resident populations are as of March 31.

Source: N.Y. State Office of Mental Health, Bureau of Statistical Analysis.

Appendix Table 96 – *N.Y.C. children in foster care, 1960, 1965, 1970, 1975 to 1979*

*Year**	*Total*	*In care*
1960	18,424	–
. . .		
1965	22,021	–
. . .		
1970	25,934	–
. . .		
1975	28,081	–
1976	28,627	25,901
1977	28,234	23,657
1978	26,972	22,472
1979	26,043	22,237

Note: According to Special Services for Children, there were 28,923 N.Y.C. children in foster care in December 1975.

*As of December 31 (except for 1979 data which are as of June 30).

Source: N.Y.C. Dept. of Social Services, Special Services for Children, Office of Fiscal Affairs, "Comparative Analysis: New York City Children in Foster Care at Public Expense," April 25, 1977;
Child Welfare Information Services, Inc., *New York City Reports,* 1975 to 1979.

Appendix Table 97 – *N.Y.C. children in foster care, by ethnicity, 1960, 1965, 1970, 1975 to 1979*

		Ethnicity					
		White		*Black***		*Hispanic*	
*Year**	*Total*	#	%	#	%	#	%
1960	18,424	7,660	41.6%	7,087	38.5%	3,677	20.0%
. . .							
1965	22,021	6,998	31.8	10,013	45.5	5,010	22.8
. . .							
1970	25,934	6,624	25.5	13,094	50.5	6,216	24.0
. . .							
1975	28,081	5,033	17.9	15,814	56.3	7,234	25.8
1976	28,627	4,952	17.3	16,319	57.0	7,356	25.7
1977	28,234	5,020	17.8	16,224	57.5	6,990	24.8
1978	26,972	4,432	16.4	16,100	59.7	6,440	23.9
1979	26,043	4,168	16.0	15,877	61.0	5,998	23.0

Note: In June 1979 blacks made up 56.5% of the foster-care population, Puerto Ricans 21.4%, and other Hispanics 1.6%; 3.2% were "other," and 1.3% "unknown."

*As of December 31 (except for 1979 data which are as of June 30).
**Includes "other" and "unknown."

Source: N.Y.C. Dept. of Social Services, Special Services for Children, Office of Fiscal Affairs, "Comparative Analysis: New York City Children in Foster Care at Public Expense," April 25, 1977;
Child Welfare Information Services, Inc., *New York City Reports,* 1975 to 1979, Series A, Table 2.

Appendix Table 98 – *N.Y.C. children in foster care, by religion, 1975 to 1979*

		Religion					
		Catholic		*Protestant*		*Jewish*	
*Year**	*Total***	#	%	#	%	#	%
1975	28,081	12,512	44.6%	12,494	44.5%	945	3.4%
1976	28,627	13,080	45.7	12,920	45.1	1,071	3.7
1977	28,234	12,675	44.9	12,792	45.3	1,029	3.6
1978	26,972	11,458	42.5	12,394	46.0	978	3.6
1979	26,043	10,699	41.1	12,115	46.5	919	3.5

*As of December 31 (except for 1979 data which are as of June 30).
**Includes other religions not reported separately.

Source: Child Welfare Information Services, Inc., *New York City Reports,* 1975 to 1979, Series A, Table 3.

Appendix Table 99 – *N.Y.C. children in foster care, by current age, 1970, 1975 to 1979*

		Current Age								
		Under 2		*2-5*		*6-11*		*12 and over*		*Mean*
Year	*Total***	#	%	#	%	#	%	#	%	*age*
1970	25,934	3,235	12.5%	5,126	19.8%	9,235	35.6%	8,338	32.2%	–
...										
1975	28,081	1,294	4.6	3,729	13.3	9,087	32.4	13,563	48.3	11.27*
1976	28,627	1,455	5.1	3,510	12.3	8,579	30.0	14,971	52.3	11.53
1977	28,234	1,623	5.7	3,496	12.4	7,783	27.6	15,324	54.3	11.65
1978	26,972	1,544	5.7	3,534	13.1	7,016	26.0	14,878	55.2	11.74
1979	26,043	1,542	5.9	3,497	13.4	6,688	25.7	14,316	55.0	11.72

*As of December 31 (except for 1979 data which are as of June 30).
**Includes those for whom age was not reported.

Source: N.Y.C. Dept. of Social Services, Special Services for Children, *Summary Analysis*, December 31, 1970;
Child Welfare Information Services, Inc., *New York City Reports*, 1975 to 1979, Series A, Table 4.

Appendix Table 100 – *N.Y.C. children in foster care, by age at entry, 1975 vs. 1978*

	December 1975		*December 1978*	
Age at entry	#*	%	#*	%
Total	27,269	100.0%	26,721	100.0%
Under 2	9,114	33.4%	7,709	28.8%
2-5	6,574	24.1	5,623	21.0
6-11	7,448	27.3	7,288	27.3
12 and over	4,133	15.2	6,101	22.8

*Excludes children for whom age at entry was not reported.

Source: Child Welfare Information Services, Inc., *New York City Reports*, 1975 and 1978, Series A, Table 5.

Appendix Table 101 – ***N.Y.C. children in foster care, by reason for placement and current age, June 1979***

	Total*	Current age: Under 6	Current age: 6-13	Current age: 14 and over
Total number of children**	26,043	5,028	9,961	10,962
Family reasons:				
Death	4.8%	0.7%	4.3%	7.2%
Mentally defective	3.2	2.6	3.7	3.1
Mentally ill	7.2	6.1	7.5	7.5
Physically ill	3.3	1.9	3.2	4.1
Alcoholic	5.8	3.3	6.3	6.7
Drug addicted	6.0	7.8	8.1	3.5
Hospitalized	1.9	3.7	2.2	0.8
Arrested or in prison	2.3	2.5	2.7	2.0
Other confinement	0.9	0.6	0.8	1.2
Surrendered child	1.5	0.6	1.6	1.9
Intends to surrender child	1.6	3.7	1.2	1.1
Abandoned child	8.5	10.0	9.3	7.1
Abused child	4.6	5.6	5.7	3.2
Neglected child	15.3	19.7	17.2	11.7
Parental request	8.6	14.3	7.5	7.1
Unable to cope	38.0	29.6	39.4	40.8
Inadequate housing	6.4	10.9	6.9	3.9
Inadequate finances	3.1	4.2	3.2	2.4
Family emergency	3.2	3.2	3.2	3.2
Parental conflict	5.1	2.5	4.7	6.7
Sibling conflict	1.7	***	1.3	2.8
Parent-child conflict	11.2	0.6	6.3	20.6
Child reasons:				
School behavior	13.5	***	10.6	22.4
Home behavior	17.3	0.2	14.1	28.1
Community behavior	7.3	0.1	5.0	12.7
Physical problem	2.0	3.0	2.3	1.2
Mental problem	5.1	1.0	4.6	7.4
Foundling	1.0	1.2	1.0	1.0
Unmarried pregnancy	1.4	2.7	0.5	1.8
Runaway	2.2	0.1	1.1	4.2
Other	3.2	5.7	2.5	2.7
Unknown	0.5	0.4	0.5	0.5
Not reported	5.0	3.6	5.5	4.7
Total number of reasons given	51,405	7,442	18,701	25,227
Family reasons	73.1%	90.5%	77.8%	64.5%
Child reasons	25.2	5.6	20.8	34.3
Other	1.6	3.9	1.4	1.2

*Includes 92 children whose ages were not reported.

**Number of reasons is greater than the total number of children and percentages add to more than 100% because as many as three reasons may be reported for each case.

***Less than 0.05%.

Source: Child Welfare Information Services, Inc., *New York City Reports*, June 30, 1979, Series A, Tables 13 and 16.

Appendix Table 102 – *N.Y.C. children in foster care in need of selected services, 1975 to 1979*

		Services needed					
		Special education		*Remedial education*		*Psychotherapy*	
*Year**	*Total in care*	#	%	#	%	#	%
1975	28,081	4,541	16.2%	4,863	17.3%	3,515	12.5%
1976	28,627	4,765	16.6	5,278	18.4	4,357	15.2
1977	28,234	5,616	19.9	6,217	22.0	5,170	18.3
1978	26,972	6,620	24.5	7,119	26.4	6,046	22.4
1979	26,043	6,940	26.6	7,261	27.9	6,352	24.4

*As of December 31 (except for 1979 data which are as of June 30).

Source: Child Welfare Information Services, Inc., *New York City Reports*, 1975 to 1979, Series A, Table 15.

Appendix Table 103 – *N.Y.C. children in foster care, by location of care, 1960, 1970, 1975 to 1979*

		Location of care							
		Institutions		*Group homes*		*Boarding homes*		*Adoptive homes*	
*Year**	*Total***	#	%	#	%	#	%	#	%
1960	18,424	8,014***	43.5%***	–	–	10,410	56.5%	NA	NA
. . .									
1970	25,934	7,210	27.8	934	3.6%	17,791	68.6	NA	NA
. . .									
1975	28,081	7,085	25.2	2,006	7.1	18,026	64.2	361	1.3%
1976	28,627	7,430	26.0	2,455	8.6	17,855	62.4	507	1.8
1977	28,234	7,478	26.5	2,586	9.2	17,078	60.5	852	3.0
1978	26,972	6,569	24.4	2,527	9.4	15,936	59.1	1,811	6.7
1979	26,043	5,963	22.9	2,541	9.8	15,167	58.2	2,334	9.0

Note: "Institutions" also include group residences (capacity 13-25) and shelters; "boarding homes" include foster homes and agency-operated boarding homes; "adoptive homes" also include pre-adoptive homes. In June 1979 the distribution of children in foster care was: institutions, 20%; group residences, 1.9%; shelters, 1%; group homes, 9.8%; foster homes, 57.1%; agency-operated boarding homes, 1.1%; adoptive homes, 7.1%; and pre-adoptive homes, 1.9%.

*As of December 31 (except for 1979 data which are as of June 30).
**Includes other categories not reported separately.
***Includes a small number of children living in group homes.

Source: Georgia L. McMurray, *Crisis in Children's Services: Action Proposals for the 1970s*, Community Council of Greater New York, March 1974, Tables I and V;
Child Welfare Information Services, Inc., *New York City Reports*, 1975 to 1979, Series A, Table 9.

Appendix Table 104 – *Location of N.Y.C. children in foster care, by age, ethnicity, and sex, June 1979*

		Location			
	*Total**	*Institution*	*Group home*	*Boarding home*	*Adoptive home*
Total*	26,043	22.9%	9.8%	58.2%	9.0%
Age (N = 26,043)					
Under 2	1,542	3.6%	0.0%	88.1%	8.2%
2- 5	3,497	1.9	0.1	84.4	13.5
6- 9	4,000	9.5	0.8	74.2	15.3
10-13	5,999	25.5	5.5	56.6	12.3
14-17	8,430	39.1	18.7	37.9	4.2
18 and over	2,575	24.7	23.3	50.3	1.4
Ethnicity (N = 24,872)					
White	4,168	26.5%	9.4%	54.5%	9.5%
Black	14,706	22.0	9.0	60.5	8.4
Hispanic	5,998	23.7	12.0	54.9	9.4
Sex (N = 25,951)					
Male	14,878	28.0%	9.9%	53.5%	8.4%
Female	11,073	16.1	9.5	64.6	9.7

Note: "Institutions" also include group residences (capacity 13-25) and shelters; "boarding homes" include foster homes and agency-operated boarding homes; "adoptive homes" also include pre-adoptive homes.

*Includes children for whom location, age, ethnicity, or sex were not reported separately.

Source: Child Welfare Information Services, Inc., *New York City Reports*, June 30, 1979, Series A, Tables 9, 18, 19 and 20.

Appendix Table 105 – *Parental contacts with N.Y.C. children in foster care, by discharge objective, July-December 1978*

		Discharge objective					
Average number of parental contacts	*Total*	*To parents*	*To relative*	*To own responsibility*	*To adoption*	*To adult custodial care*	*Unknown and not reported*
Total	26,972	8,261	1,354	5,981	6,616	613	4,147
None	41.2%	14.6%	37.9%	55.5%	78.6%	50.7%	13.7%
Under 1 per month	28.2	46.7	39.6	28.1	16.5	33.6	5.7
1-2 per month	11.4	23.3	15.1	9.7	3.2	10.3	2.0
More than 2 per month	6.1	13.3	6.1	5.9	0.8	4.1	0.7
Not reported	13.1	2.2	1.3	0.9	0.8	1.3	77.9

Source: Child Welfare Information Services, Inc., *New York City Reports*, December 31, 1978, Series C, Table 5.

Appendix Table 106 — *Years in care for N.Y.C. children in foster care, by age and ethnicity, 1978*

		Number of years in care			
	*Total**	*Under 2*	*2-5*	*6-9*	*10 or more*
Total	26,721	35.5%	32.3%	16.2%	10.0%
Age					
Under 2	1,526	100.0%	–	–	–
2-5	3,495	43.2	56.8%	–	–
6-9	4,192	32.2	37.8	30.1%	–
10 and over	17,508	29.1	28.9	17.5	24.5%
Ethnicity**					
White	4,394	36.3%	33.3%	14.8%	15.6%
Black	14,739	36.0	31.8	15.5	16.7
Hispanic	6,394	33.0	32.5	19.4	15.1

*Excludes 251 children for whom number of years in care was not reported.
**Excludes an additional 1,194 children for whom ethnicity was not reported.

Source: Child Welfare Information Services, Inc., *New York City Reports,* December 31, 1978, Series A, Tables 6, 25 and 27.

Appendix Table 107 — *Status changes of N.Y.C. children in foster care, 1976 to 1978*

Status change	*1976*	*1977*	*1978*
Discharged	17.6%	19.9%	22.2%
To parent/relative	9.1	10.5	11.8
To own responsibility	3.3	3.7	4.2
To adult/child institution	0.2	0.3	0.4
To other location	1.7	2.2	2.4
Adopted	3.3	3.2	3.5
Suspended payment trial discharge	8.8%	14.1%	14.0%
Still in care	73.6%	65.9%	63.8%
Total*	27,770	28,045	27,156

*Children in care as of January 1 of year indicated. Children who were admitted and discharged during the same calendar year are excluded.

Source: Child Welfare Information Services, Inc., *New York City Reports,* 1976 to 1978, Series D, Table 1.

Appendix Table 108 — ***Destination of N.Y.C. children discharged from foster care during 1978, by date of admission, age at discharge, ethnicity, and median time in care***

	Discharges		Destination					
	#	%	To parents	To relatives	Adoption	Own responsibility	AWOL	Other*
Total**	9,293	100.0%	51.1%	7.7%	10.4%	13.2%	6.2%	11.4%
Admission date:								
During 1978	3,053	32.9%	60.7%	10.2%	0.6%	2.5%	11.5%	14.5%
Before 1978	6,018	64.8	46.7	6.4	15.7	18.8	2.9	9.5
Age at discharge:								
Under 2	685	7.4%	61.0%	18.2%	14.3%	1.2%***	0.1%	5.1%
2- 5	1,126	12.1	65.6	13.2	16.1	1.0***	0.1	4.0
6- 9	1,118	12.0	63.4	9.2	22.8	0.3***	0.3	4.0
10-13	1,704	18.3	61.3	6.1	16.7	0.4***	5.5	10.0
14-17	3,238	34.8	50.0	5.8	4.1	6.3	14.4	19.4
18 and over	1,422	15.3	15.6	3.0	1.3	69.7	0.8	9.6
Ethnicity:								
Hispanic	2,365	25.4%	55.6%	6.3%	8.5%	11.3%	7.7%	10.6%
Black	3,893	41.9	48.3	8.7	10.9	16.2	4.7	11.3
White	1,549	16.7	49.3	4.0	16.1	15.8	3.0	11.8
Median time in care (years, months)								
1976	3,9		2,0	1,6	7,3	10,2		2,10
1977	3,7		1,11	1,11	6,11	9,8		2,4
1978	3,7		2,0	1,11	7,5	9,5		2,1

*Primarily unspecified but also includes death, transfer to Division for Youth, Dept. of Mental Health, or correctional facility. Also includes "AWOL" for median years in care only.

**Includes 222 children for whom admission date was not reported and 1,486 children for whom ethnicity was not reported.

***Probable data reporting error; these children cannot be discharged to their own responsibility.

Source: Child Welfare Information Service, Inc., *New York City Reports,* December 31, 1978, Series B, Tables 9, 10, 11; and CWIS/CCRS Report, Special Tabulation, Series X.

Appendix Table 109 — ***Adoptions of N.Y.C. children from foster care, by type, 1976 to 1978***

	1976		1977		1978	
	#	%	#	%	#	%
Total	954	100.0%	931	100.0%	969	100.0%
Subsidized foster family	636	66.7%	607	65.2%	681	70.3%
Subsidized nonfoster family	54	5.7	73	7.8	42	4.3
Non subsidized	266	27.9	251	27.0	246	25.4

Note: The numbers reported in this table for 1976 and 1977 are approximate since they were calculated from percentages. In 1978, 130 of the 246 nonsubsidized adoptions were to foster families.

Source: Child Welfare Information Services, Inc., *New York City Reports,* 1976 to 1978, Series B, Table 8.

Appendix Table 110 – *Children reported as suspected victims of abuse or neglect, N.Y.C. vs. upstate N.Y., 1974 to 1978*

	Total reported	Abuse		Neglect	
		Number	*Percent*	*Number*	*Percent*
New York City					
1974	21,854	3,668	16.8%	18,186	83.2%
1975	25,907	4,594	17.7	21,313	82.3
1976	26,210	5,220	19.9	20,990	80.1
1977	26,513	6,318	23.8	20,195	76.2
1978	28,247	6,476	22.9	21,771	77.1
Percent change					
1974 to 1978	+ 29.3%	+ 76.6%		+ 19.7%	
Upstate New York					
1974	37,782	3,901	10.3%	33,881	89.7%
1975	46,288	3,945	8.5	42,343	91.5
1976	47,078	3,947	8.4	43,131	91.6
1977	49,249	4,175	8.5	45,074	91.5
1978	57,393	4,414	7.7	52,979	92.3
Percent change					
1974 to 1978	+ 51.9%	+ 13.2%		+ 56.4%	

Note: The reported number of abused or neglected children is greater than the number of children in opened cases of suspected abuse or neglect due to reports being received on children in cases that are already open. In 1978 1.5% of the children in N.Y.C. reports were already in open cases; in contrast, 23.1% of the children reported upstate were duplicates.

Source: N.Y. State Dept. of Social Services, *Child Protective Services in New York State: Annual Report*, 1974 to 1978.

Appendix Table 111 – *Cases of child abuse or neglect by determination, N.Y.C. vs. upstate N.Y., 1976 to 1978*

	New York City			Upstate New York		
	1976	*1977*	*1978*	*1976*	*1977*	*1978*
Cases opened	14,146	14,464	15,668	19,462	20,454	23,826
Confirmed	4,553	4,548	5,567	6,804	5,682	7,835
Unfounded	3,946	4,749	6,424	8,625	7,977	11,828
No determination made	5,647	5,167	3,677	4,033	6,795	4,163
Confirmation rate*	53.6	48.9	46.4	44.1	41.6	39.8

*Confirmed cases as a percent of all cases for which a determination was made.

Source: N.Y. State Dept. of Social Services, *Child Protective Services in New York State: Annual Report*, 1976 to 1978.

Appendix Table 112 – *Cases of child abuse or neglect opened in 1978 and for which a determination was made, by source of report and determination, N.Y. State*

Source of report	Total cases	Determination	
		Confirmed	Unfounded
All reporters	100.0%	42.3%	57.7%
Mandated reporters	42.5%	56.2%	43.8%
School staff	12.1	57.6	42.4
Hospital staff	10.1	55.2	44.8
Law enforcement	10.6	60.4	39.6
Social Services	6.4	48.5	51.5
Physicians	1.5	54.4	45.6
Mental Health	0.8	52.6	47.4
Public Health	0.9	59.7	40.3
Medical examiners/ coroners	0.0	–	–
Non-mandated reporters	57.5%	32.0%	68.0%
Relatives	20.8	34.9	65.1
Neighbors	14.4	25.9	74.1
Other	22.2	33.1	66.9

Source: N.Y. State Dept. of Social Services, *Child Protective Services in New York State: Annual Report,* 1978, Table 4.

Appendix Table 113 – *Perpetrators of child abuse or neglect, by sex, ethnicity, relationship to child, and age, N.Y.C., 1978*

Perpetrators*							
Sex		Ethnicity		Relationship to child		Age	
Male	30.3%	White	17.2%	Parent	86.7%	15-19	8.0%
Female	69.7	Black	50.6	Parent substitute	6.6	20-24	21.5
		Spanish	30.5	Foster parent	1.1	25-29	25.7
		Oriental	0.8	Grandparent	1.6	30-34	18.4
		Other	0.8	Relative	2.1	35-39	12.9
				Non-relative	1.9	40-44	6.7
						45 and over	6.9
Total	5,867	Total	4,269	Total	5,85[illegible]	Total	1,38[illegible]

Note: Total number of perpetrators was 5,886. Persons with unknown characteristics are not included in percent distributions.

*In confirmed cases opened during 1978.

Source: N.Y. State Dept. of Social Services, *Child Protective Services in New York State: Annual Report,* 1978, Tables 6, 7, and 13.

Appendix Table 114 – *Child victims of abuse or neglect, by sex, ethnicity, and age, N.Y.C., 1978*

	Victims*		
	Total	*Abuse*	*Neglect*
Total**	7,455	2,040	5,415
Sex (N = 7,366)			
Male	51.4%	46.9%	53.1%
Female	48.6	53.1	46.9
Ethnicity (N = 5,409)			
White	14.4%	12.9%	15.0%
Black	51.9	51.3	52.1
Spanish	31.0	33.2	30.1
Oriental	0.7	0.9	0.6
Other	2.0	1.6	2.1
Age (N = 4,934)			
Under 5	33.2%	25.5%	38.6%
5-9	23.0	18.7	26.0
10-14	25.0	21.7	27.3
15 and over	18.8	34.1	8.1
Median age (years, months)	8,7	11,4	7,2

*Children in confirmed cases of abuse or neglect opened during 1978.

**Children for whom a characteristic is unknown are included in the total but not in the percent distribution.

Source: N.Y. State Dept. of Social Services, *Child Protective Services in New York State: Annual Report,* 1978, Tables 9, 10, and 11.

Appendix Table 115 – ***Confirmed cases of child abuse or neglect, by type of allegation or substantiation, N.Y. State, 1974***

Type of abuse or neglect	*Alleged*		*Substantiated*	
	Number	*Percent**	*Number*	*Percent**
Inadequate supervision	1,346	33.4%	1,135	28.2%
Inadequate guardianship	934	23.2	662	16.4
Lack of supervision	829	20.6	602	14.9
Excess corporal punishment	931	23.1	656	16.3
Clothing/shelter	631	15.7	370	9.2
Bruises, welts	852	21.1	592	14.7
Lack of medical care	390	9.7	326	8.1
Acute alcoholism	358	8.9	237	5.9
Parental drug use	242	6.0	165	4.1
Emotional neglect	106	2.6	70	1.7
Malnutrition	100	2.5	71	1.8
Abandonment	137	3.4	94	2.3
Burns, scalding	88	2.2	58	1.4
Failure to thrive	69	1.7	69	1.7
General hematoma	73	1.8	45	1.1
Serious lacerations	87	2.2	68	1.7
Single fractures	45	1.1	43	1.1
Ingestion of noxious substances	44	1.1	30	0.7
Subdural hematoma	18	0.4	30	0.7
Forced drug use	19	0.5	17	0.4
Twisting	15	0.4	19	0.5
Internal injuries	12	0.3	10	0.2
Multiple fractures	10	0.2	31	0.8
Sexual offense	80	2.0	108	2.7
Other	832	20.7	539	13.4

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*Percent of confirmed cases (4,029) in which specific type of abuse or neglect was alleged or substantiated.

Source: N.Y. State Dept. of Social Services, *Child Protective Services in New York State: Annual Report,* 1974, Table 14.

Appendix Table 116 – *Disposition of child protective proceedings involving child abuse, N.Y.C., 1973-74 and 1975 to 1978*

Disposition	*1973-74* #	%	*1975* #	%	*1976* #	%	*1977* #	%	*1978* #	%
Withdrawn	113	27.8%	129	16.9%	96	16.1%	54	11.1%	47	8.2%
Dismissed	68	16.7	194	25.5	84	14.1	113	23.2	135	23.6
Judgment suspended	4	1.0	6	0.8	3	0.5	26	5.3	1	0.2
Released:										
Released to parent or other person	33	8.1%	61	8.0%	86	14.4%	35	7.2%	54	9.5%
Released to parent or other person under supervision	31	7.6	154	20.2	129	21.6	104	21.4	98	17.2
Probation	33	8.1	3	0.4	0	0.0	0	0.0	0	0.0
Order of protection	25	6.1	23	3.0	24	4.0	17	3.5	22	3.9
Removed from home and placed with:										
Relative	34	8.4%	8	1.0%	14	2.3%	9	1.8%	14	2.5%
Non-relative	3	0.7	1	0.1	0	0.0	1	0.2	1	0.2
Dept. of Social Services	45	11.1	170	22.3	146	24.5	115	23.6	190	33.3
Private institution or agency	2	0.5	2	0.3	0	0.0	0	0.0	0	0.0
Other	16	3.9%	11	1.4%	15	2.5%	13	2.7%	9	1.6%
Total	407	100.0%	762	100.0%	597	100.0%	487	100.0%	571	100.0%

Note: Data for 1973-74 cover the period July 1, 1973 through June 30, 1974; all other data are for calendar years.

Source: N.Y. State Judicial Conference and the Office of Court Administration, *Annual Report*, 1973-74 and 1975 to 1978.

Appendix Table 117 – *Deaths due to suspected or confirmed abuse or neglect, N.Y.C., 1974 to 1978, and by borough, N.Y.C., 1978*

Year	*Cases with fatalities* *Reported*	*Cases with fatalities* *Confirmed*	*Child fatalities* *Reported*	*Child fatalities* *Confirmed*
1974			115	–
1975	77	53	80	–
1976	83	46	86	–
1977	88	54	93	–
1978	92	58	98	56
1978:				
Bronx	26	15	26	14
Brooklyn	33	20	35	21
Manhattan	16	10	17	8
Queens	14	11	17	12
Staten Island	3	2	3	1

Source: N.Y. State Dept. of Social Services, *Child Protective Services in New York State: Annual Report*, 1974 to 1978.

Table 118 – Child homicide victims under 16, by age and ethnicity, and as percent of total homicide victims, N.Y.C., 1969 to 1977

		Under 7					*7-15*					*As percent of total homicide victims*
			Ethnicity					*Ethnicity*				
Year	*Total under 16*	*Total*	*White*	*Black*	*Hispanic*	*Other*	*Total*	*White*	*Black*	*Hispanic*	*Other*	
1969	65	43	17	22	4	–	22	3	9	10	–	6.2%
1970	62	44	5	32	6	1	18	1	14	2	1	5.6
1971	73	46	12	22	12	–	27	2	10	15	–	5.0
1972	97	46	10	21	13	2	51	8	26	15	2	5.7
1973	78	36	5	25	6	–	42	8	26	8	–	4.6
1974	68	36	6	23	7	–	32	2	15	14	1	4.4
1975	66	45	12	24	9	–	21	5	10	5	1	4.0
1976	74	44	4	28	12	–	30	8	10	10	2	4.6
1977	72	42	4	23	15	–	30	3	16	11	–	4.6

Source: N.Y.C. Police Dept., Crime Analysis Section, Annual Homicide Reports.

Appendix Table 119 – Child victims under 18, by type of arrest or arraignment charge and age of child, Brooklyn Criminal Court, April-May 1979

Type of arrest of arraignment charge	*Total victims under 18*		*Age of child*	
			Under 14	*14-17*
	#	%	#	#
Total	433	100.0%	114	319
Assault	79	18.2%	18	61
Burglary	15	3.5	4	11
Drugs	6	1.4	2	4
Other felony	11	2.5	3	8
Arson	1	0.2	1	–
Larceny	27	6.2	1	26
Other misdemeanor	29	6.7	16	13
Robbery	129	29.8	33	96
Sex	48	11.1	19	29
Weapons	22	5.1	1	21
Missing	66	15.2	16	50

Source: Victim Services Agency, Information Systems.

Appendix Table 120 – Arrests of children under 16, N.Y.C., 1974 to 1979

	Arrests			
Year	*Total*	*Felonies*	*Misdemeanors*	*Violations*
1972	18,370	12,772	5,343	255
1973	20,676	14,837	5,638	201
1974	23,148	16,764	6,256	128
1975	23,723	17,226	6,419	78
1976	22,518	16,877	5,590	51
1977	20,644	16,188	4,396	60
1978	19,702	15,920	3,729	53
1979	17,827	14,630	3,158	39

Source: N.Y.C. Police Dept., "Crime Comparison Report," 1973 to 1979.

Appendix Table 121 – *Apprehensions of children under 16, by type of offense, N.Y.C., January-September 1979*

	Apprehensions*					
		Age				
Offense	*Total under 16*	*10 or under*	*11-12*	*13*	*14*	*15*
Violent crimes:						
Non-negligent manslaughter/murder	23	0	1	0	5	17
Forcible rape	151	5	20	14	44	68
Robbery	3,532	55	392	652	1,035	1,398
Aggravated assault	1,015	35	107	159	308	406
Total violent crimes	4,721	95	520	825	1,392	1,889
Property crimes:						
Burglary	3,495	129	419	545	994	1,408
Larceny (except motor vehicle)	4,499	280	676	800	1,222	1,521
Motor vehicle theft	965	8	40	140	290	487
Total property crimes	8,959	417	1,135	1,485	2,506	3,416
Other crimes:						
Criminal mischief (vandalism)	1,397	172	270	243	325	387
Fraud	854	16	54	117	242	425
Simple assault	698	33	90	117	206	262
Stolen property (buying, receiving, possessing)	681	23	88	100	191	279
Other sex offenses (including prostitution and promoting prostitution)	503	19	51	83	138	212
Drug-related (sale, manufacture, use, possession)	319	1	7	16	88	207
Dangerous weapons	276	2	15	30	71	157
Arson	95	11	18	21	22	23
Disorderly conduct	935	44	88	146	309	348
Loitering (vagrancy)	1,036	60	160	182	269	365
All other**	5,410	301	757	970	1,540	1,842
Total other crimes	12,204	682	1,589	2,025	3,401	4,507
Total number	25,884	1,194	3,244	4,335	7,299	9,812
Percent	100.0%	4.6%	12.5%	16.7%	28.2%	37.9%

*Includes those released without having been formally charged.

**Includes negligent manslaughter (1), kidnapping (3), bribery (2), extortion (24), forgery and counterfeiting (36), coercion (1), gambling (42), "offenses against public order" (37), embezzlement (2), "offenses against the family" (26), driving under the influence (1), unauthorized use of vehicle (54), possession of burglar tools (62), liquor law violations (161), public narcotic intoxication (307), other fingerprintable offenses (1,055), and all other except traffic (3,596).

Source: N.Y.C. Police Dept., Crime Analysis Section.

Appendix Table 122 – *Arrests of under-16-year-olds for serious violent and property crimes, by type of crime, N.Y.C., 1974 to 1979*

*Type of crime**	*1974*	*1975*	*1976*	*1977*	*1978*	*1979*
Violent crimes:						
Non-negligent manslaughter/murder	77	54	29	34	37	30
Forcible rape	254	228	160	152	141	191
Robbery	4,765	5,276	4,748	4,350	4,602	4,705
Felonious assault**	1,312	1,230	1,074	1,030	1,009	888
Total violent crimes	6,408	6,788	6,011	5,566	5,789	5,814
Property crimes:						
Burglary	6,038	5,925	5,790	5,574	5,007	4,470
Larceny (except motor vehicle)	2,298	2,656	2,884	1,867	2,210	1,799
Auto theft	1,589	1,468	1,741	1,705	1,598	1,286
Total property crimes	9,925	10,049	10,415	9,146	8,815	7,555
Total violent and property crimes	16,333	16,837	16,426	14,712	14,604	13,369

*These categories (plus negligent manslaughter) are reported to the Federal Bureau of Investigation under the Uniform Crime Report system.

**Does not include simple assaults (misdemeanors).

Source: N.Y.C. Police Dept., Crime Analysis Section.

Appendix Table 123 – *Arrests of under-16-year-olds for violent and property crimes and as percent of total, N.Y.C., 1970, 1974 to 1979*

Arrests	*1970*	*1974*	*1975*	*1976*	*1977*	*1978*	*1979*
Total violent and property crimes*							
Under-16-year-olds	10,059	16,818	17,637	17,220	14,712	14,604	13,369
Total – all ages	60,254	86,599	101,114	99,619	88,273	83,157	79,947
Under-16-year-olds as percent of total	16.7%	19.4%	17.4%	17.3%	16.7%	17.6%	16.7%
Violent crimes*							
Under-16-year-olds	4,715	6,893	7,588	6,805	5,566	5,789	5,814
Total – all ages	27,472	43,831	44,277	38,047	37,043	37,573	37,694
Under-16-year-olds as percent of total	17.2%	15.7%	17.1%	17.9%	15.0%	15.4%	15.4%
Property crimes							
Under-16-year-olds	5,344	9,925	10,049	10,415	9,146	8,815	7,555
Total – all ages	32,782	42,768	56,837	61,572	51,230	45,584	42,253
Under-16-year-olds as percent of total	16.3%	23.2%	17.7%	16.9%	17.9%	19.3%	17.9%

*Simple assaults (misdemeanors), regarded as violent crimes by the Federal Bureau of Investigation, are not included after 1976.

Source: N.Y.C. Police Dept., Crime Analysis Section.

Appendix Table 124 – *Juvenile arrest rates for serious crimes, N.Y.C., 1970, 1974 to 1979*

		Arrest rate per 1,000 population		
Year	*Population 5-14**	*Property crime*	*Violent crime*	*Total crime*
1970	1,255,914	4.3	3.8	8.0
...				
1974	1,127,887	8.8	5.7	14.5
1975	1,121,393	9.0	6.1	15.0
1976	1,108,098	9.4	5.4	14.8
1977	1,059,505	8.6	5.3	13.9
1978	1,007,391	8.8	5.7	14.5
1979	**	7.5	5.8	13.3

*Year-to-year population estimates are not available for the population 7-15; therefore the population 5-14 was used to give a rough guide to *changes* in the arrest rates.

**Population figures were not available for 1979, so the 1978 figure was used to calculate the 1979 rates. Since we know, however, that the population 5-14 is declining, we also know that the 1979 arrest rates given in this table underestimate the true rate.

Source: U.S. Bureau of the Census, *1970 Census of Population,* PC(1)-B34 (New York), Table 24;
N.Y. State Dept. of Health, Office of Biostatistics, *Vital Statistics of New York State,* 1974 to 1978;
N.Y.C. Police Dept., Crime Analysis Section.

Appendix Table 125 – *Disposition of juvenile offender cases originating September 1, 1978-August 31, 1979, N.Y.C.*

	Number	*Percent*
Declined to prosecute	251	17.3%
Removed to Family Court	542	37.3
Dismissed	157	10.8
Pending in Criminal Court	122	8.4
Pending in Grand Jury	28	1.9
Indicted	290	19.9
Unconfirmed arrest reports	64	4.4
Total*	1,454	100.0%

*One juvenile died before any court action was taken.

Source: N.Y. State Division of Criminal Justice Services, "Violent Felony and Juvenile Offenses Processing and Disposition, September 1, 1978-August 31, 1979," October 1, 1979.

Appendix Table 126 – *Juvenile delinquency petitions, N.Y.C., 1975 to 1978*

			Petitions deducted				
Year	*Petitions actively pending at start of year*	*Petitions added during year*	*Withdrawn or dismissed*	*Other deductions*	*Total*	*Petitions actively pending at end of year*	*Recount adjustment*
1975	6,382	12,845	6,536	9,785	16,321	3,522	616
1976	3,522	13,680	6,497	10,860	17,357	3,653	3,808
1977	–	12,889	6,478	10,317	16,795	3,216	–
1978	–	13,010	6,167	10,111	16,278	3,506	–

Note: In the 1973-74 court year, 8,567 "new" juvenile delinquency petitions were filed; however, the Office of Court Administration *Annual Report* notes that, due to a change in procedures, data from 1975 on are not comparable to data for prior years.

Source: N.Y. State Judicial Conference and the Office of Court Administration, *Annual Report*, 1976 to 1979.

Appendix Table 127 – *Disposition of juvenile delinquency petitions, N.Y.C., 1975 to 1978*

			Adjudicated			
	Total dispositions	*Not adjudicated*	*Total*	*Placed*	*Probation without placement*	*Other*
1975	7,336	5,620	1,716	346	954	416
1976	7,264	5,414	1,850	528	903	419
1977	7,080	5,162	1,918	784	893	241
1978	8,305	5,931	2,374	1,037	1,092	245
Percent change 1975 to 1978	+ 13.2%	+ 5.5%	+ 38.3%	+ 199.7%	+ 14.5%	– 41.1%

Source: N.Y. State Judicial Conference and the Office of Court Administration, *Annual Report*, 1976 to 1979.

Appendix Table 128 – *Adjudication, placement, and probation without placement for juvenile delinquents and PINS, N.Y.C., 1975 to 1978*

			Of those adjudicated			
	Percent adjudicated		*Percent placed*		*Percent probation without placement*	
	JDs	*PINS*	*JDs*	*PINS*	*JDs*	*PINS*
1975	23.4%	35.7%	20.2%	36.9%	55.6%	54.1%
1976	25.5	25.7	28.5	45.1	48.8	45.6
1977	27.1	22.7	40.9	50.9	46.6	43.8
1978	28.6	22.4	43.7	58.2	46.0	37.5

Source: N.Y. State Judicial Conference and the Office of Court Administration, *Annual Report*, 1976 to 1979.

Appendix Table 129 – *Disposition of PINS petitions, N.Y.C., 1975 to 1978*

			Adjudicated			
	Total dispositions	*Not adjudicated*	*Total*	*Placed*	*Probation without placement*	*Other*
1975	2,944	1,893	1,051	388	569	94
1976	2,270	1,687	583	263	266	54
1977	2,806	2,169	637	324	279	34
1978	2,687	2,084	603	351	226	26
Percent change 1975 to 1978	–8.7%	+10.1%	–42.6%	–9.5%	–60.3%	–72.3%

Source: N.Y. State Judicial Conference and the Office of Court Administration, *Annual Report*, 1975 to 1979.

Appendix Table 130 – *Children in Title III DFY schools, centers and camps, N.Y. State, July 1971, July 1975, July 1978, July 1979, December 1979*

Facility	*July 1971*	*July 1975*	*July 1978*	*July 1979*	*December 1979*
Warwick	283	131	Closed	–	–
Hudson	201	79	Closed	–	–
Highland	154	109	Closed	–	–
Otisville	342	*	–	–	–
Amenia	17	*	–	–	–
Industry	355	216	119	103	99
Tryon	86	141	104	90	103
Goshen	83	87	66	77	76
Brookwood	49	33	51	42	43
South Lansing	51	**	–	–	–
South Kortright	48	**	–	–	–
Overbrook	28	**	–	–	–
Brentwood	–	3	–	–	–
Highland I.L.C.	–	–	18	22	20
Highland U.Ed.C.	–	–	18	24	25
Camp Brace	–	–	51	34	34
Camp McCormick	–	–	36	30	26
Pyramid House	–	–	–	33	27
Overbrook Center	–	–	–	17	16
Bushwick Center	–	–	–	8	14
Total	1,697	799	463	480	482

*No longer a DFY facility.
**Changed to Title II.

Source: N.Y. State Division for Youth, Research, Program Evaluation and Planning, October 1, 1975, and "Rehabilitative Services Population Reports."

Appendix Table 131 – ***Location of children in DFY facilities by adjudicated status, N.Y. State, December 28, 1979***

		Adjudication					
Facility	*Total*	*None*	*PINS*	*Juvenile delinquent*	*Juvenile offender*	*Youth offender*	*Other*
Camps	14.9%	7.5%	8.4%	19.0%	0.0%	30.8%	6.8%
Schools and centers	30.0	0.7	11.7	36.7	100.0	23.1	18.6
Urban homes	14.5	19.7	19.8	12.0	0.0	15.4	27.1
Enriched residential centers	0.7	0.0	0.0	1.1	0.0	0.0	0.0
S.T.A.R.T.S.	5.7	8.8	4.8	5.7	0.0	12.8	5.1
Co-op placement	9.7	4.8	16.5	9.1	0.0	0.0	3.4
Y.D. centers	7.1	10.9	8.7	6.6	0.0	0.0	10.2
Alternative residences	1.5	6.8	1.8	0.7	0.0	7.7	0.0
Foster-care residences	16.1	40.8	28.2	9.0	0.0	10.3	28.8
	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Total in DFY facilities	1,813	147	393	1,105	70	39	59

Source: N.Y. State Division for Youth, "Rehabilitative Services Population Report," December 22, 1979 through December 28, 1979.

Appendix Table 132 – ***Adjudication of youth under care in DFY facilities, by ethnicity and sex, N.Y. State, March 31, 1979***

		Ethnicity				*Sex*	
Adjudication	*Total*	*White*	*Black*	*Hispanic*	*Other*	*Male*	*Female*
None	10.7%	9.3%	10.2%	11.7%	31.0%	8.9%	17.0%
PINS	22.4	33.1	16.4	8.1	21.1	13.6	52.3
Juvenile delinquent	54.8	48.0	59.8	64.5	39.4	63.4	25.8
Juvenile offender	5.2	1.2	7.8	10.5	2.8	6.7	0.2
Youth offender/criminal charge	2.8	4.9	1.5	0.4	1.4	3.6	–
Other	4.1	3.6	4.3	4.8	4.2	3.9	4.6
Total	2,089	859	911	248	71	1,613	476

Source: N.Y. State Division for Youth, Statistics and Survey Unit, "SPSS Report on Population Billing File, June 1, 1979."

Appendix Table 133 — *Characteristics of children admitted to DFY facilities, N.Y. State, April 1, 1978-March 31, 1979, and population in care, March 31, 1979*

	*Admissions**	*Population*
Total	2,262	2,089
Sex		
Male	74.0%	77.2%
Female	26.0	22.8
Age		
12 and under	1.1%	NA
13	3.8	NA
14	12.0	NA
15	26.4	NA
16	33.8	NA
17 and over	22.9	NA
Ethnicity		
White	47.8%	41.1%
Black	39.7	43.6
Hispanic	9.6	11.9
Other	2.8	3.4
Adjudication		
None	13.6%	10.7%
PINS	23.1	22.4
Juvenile delinquent	50.6	54.8
Juvenile offender	2.7	5.2
Youth offender/ criminal charge	5.3	2.8
Other	4.6	4.1

*Includes first admissions, youth previously served who have entered care on a new placement order, and readmissions from aftercare.

Source: N.Y. State Division for Youth, Statistics and Survey Unit, "SPSS Report on Population Billing File, June 29, 1979."

Appendix Table 134 – *Characteristics of children referred to DFY, N.Y.C. vs. rest of N.Y. State, May 1, 1978-June 30, 1979 vs. N.Y.C. child population, 1976*

	N.Y.C. 1976 Population (0-17)	*Referred to DFY* May 1, 1978 to June 30, 1979*	
		N.Y.C.	*Rest of N.Y. State*
Ethnicity of child			
White	41.1%	7.5%	68.0%
Black	29.5	65.7	28.7
Puerto Rican	16.5	23.9	1.8
Other Hispanic	9.2	0.5	0.2
Other	3.7	1.9	1.5
Language spoken at home			
English	71.1%	88.9%	98.8%
Spanish	19.3	10.2	1.1
Other	9.6	0.9	0.2
Household size			
2	4.6%	3.6%	2.7%
3	21.7	10.8	9.8
4	31.3	14.1	18.0
5	22.8	21.7	19.7
6 or more	19.5	49.8	49.9
Usual household			
Two parents	65.4%	34.4%	47.6%
Mother only	29.9	51.2	36.7
Father only	1.2	1.3	4.7
Other	3.4	13.1	11.0
Marital status of household head			
Married	67.3%	43.1%	49.2%
Separated	16.0	25.7	14.6
Divorced	5.6	7.6	21.6
Widowed	4.7	7.8	5.5
Never married	5.1	15.6	8.6
Other	1.3	0.2	0.5
Total	1,877,000	544	1,218

*Percentages are based on totals excluding those for whom characteristics were not reported.

Source: N.Y. State Division for Youth, Statistics and Survey Unit, "SPSS Report on Analysis File, July 9, 1979";
Foundation for Child Development analysis of 1976 Survey of Income and Education.

Appendix Table 135 – *Court history of children referred to DFY, N.Y.C. vs. rest of N.Y. State, May 1, 1978-June 30, 1979*

	N.Y.C.	*Rest of N.Y. State*
Prior court contact*		
Yes	91.2%	80.9%
No	8.8	19.1
Total	407	1,083
Average number	3.7	2.1
Prior placements**		
Yes	54.2%	53.4%
No	45.8	46.6
Total	358	1,053
Average number	.98	.96
Total***	544	1,218

*Includes referrals, petitions drawn, and petitions found.
**Includes any out-of-home placement.
***Includes those for whom prior court contact or prior placements were not reported.

Source: N.Y. State Division for Youth, Statistics and Survey Unit, "SPSS Report on Analysis File, July 9, 1979."

Appendix Table 136 – ***Expenditures of N.Y.C. agencies providing direct services to children, FY 1978***

Agency	*Total agency expenditures*	*Expenditures for children*	*Children's share of agency total*	*Agency share of total direct expenditures for children*
Board of Education	$2,603,350,280	$2,597,799,102	99.8%	48.5%
Human Resources Administration/ Department of Social Services (HRA/DSS)*	3,113,746,650	1,517,423,204	48.7	28.3
Miscellaneous	971,276,247	391,629,858	40.3	7.3
Charitable institutions budget	605,409,280	299,340,165	49.9	5.6
Health and Hospitals Corporation	805,268,064	124,993,709	15.5	2.3
Dept. of Employment	219,729,659	78,520,500	35.7	1.5
Dept. of Health	159,332,752	76,360,348	47.9	1.4
Police Dept.	897,332,353	70,510,099	7.8	1.3
Dept. of Mental Health, Mental Retardation and Alcoholism Services	97,801,369	46,733,510	47.8	0.9
Dept. of Parks and Recreation	112,879,453	41,720,758	37.0	0.8
Libraries	62,905,905	36,858,214	58.6	0.7
Dept. of Correction	108,366,788	19,721,245	18.2	0.4
Dept. of Probation	22,904,364	11,622,770	50.7	0.2
Community Development Agency	39,851,291	10,509,470	26.4	0.2
Mayoralty (Youth Board only)**	8,015,469	8,015,469	100.0	0.2
Dept. of Cultural Affairs	24,849,454	6,850,763	27.6	0.1
Criminal Justice Coordinating Council	18,348,911	4,878,976	26.6	0.1
Office of Model Cities	35,145,572	4,770,530	13.6	0.1
Board of Higher Education	478,906,989	3,698,000	0.8	0.1
District Attorney – Kings County	12,018,608	1,853,031	15.4	0.0
Law Dept. (Family Court only)***	1,681,437	1,681,437	100.0	0.0
District Attorney – Bronx County	7,393,658	1,105,961	15.0	0.0
District Attorney – New York County	13,549,311	919,513	6.8	0.0
District Attorney – Queens County	5,309,863	732,357	13.8	0.0
Dept. for the Aging	29,262,893	354,823	1.2	0.0
District Attorney – Richmond County	829,550	138,204	16.7	0.0
Commission on Human Rights****	1,301,850	130,185	10.0	0.0
Dept. of Correction	372,020	67,704	18.2	0.0
Total	$10,457,140,040	$5,358,939,905	51.2%	100.0%

Note: Expenditure figures do not include debt service or pension costs.

*Although HRA and DSS have discrete budgets, they have been considered as a single unit to reflect the actual organization.

**The total expenditures for the Mayoralty were $36,605,415.

***The total expenditures for the Law Dept. were $17,369,943.

****The total expenditures for the Commission on Human Rights were $2,753,961. The remainder is listed under overhead agencies.

Source: Charles Brecher and Ray Horton, "An Exploratory Study of Public Expenditures for Children in New York City," Conservation of Human Resources, Columbia University, August 1979, Table II.